

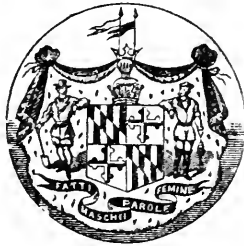
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MESSAGE

—OF—

AUSTIN L. CROTHERS

Governor of Maryland



To The General Assembly of Maryland

At Its Regular Session, January, 1912

BALTIMORE:
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STATE PRINTERS,
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EXECUTIVE DEPARTMENT

ANNAPOLIS, MD., January 3, 1912.

To the Senate and House of Delegates of Maryland:

The Constitution of Maryland requires that the Governor shall from time to time inform the General Assembly of the conditions of the State and recommend to their consideration such measures as he may judge necessary and expedient. In pursuance of this requirement, I submit for your consideration a number of matters of public moment, which, in my judgment, are most worthy of your attention during the important session upon which you are now entering.

FINANCIAL CONDITION OF STATE AT END OF FISCAL YEAR 1911.

The gross receipts into the Treasury	\$8,706,493.45
Cash Balance in Treasury proper, September 30, 1910..	895,101.16
Total.....	\$9,581,604.64
Less disbursements during the year.....	8,110,083.97
<i>Cash Balance in Treasury, September 30, 1911....</i>	<i>\$1,471,520.64</i>
Cash Balance in Treasury, September 30, 1910....	875,111.16
IN EXCESS OF THE YEAR PREVIOUS BY.....	\$ 596,409.48

These amounts represent the largest sums of money ever received into, and disbursed by the State Treasury Department, and is occasioned by the proceeds from bond issues, together with payments thereunder, viz., State Roads Loan and Hospital Loans. Notwithstanding these large disbursements, the fiscal year closed with an excess of cash balance on hand as above shown.

STATE DEBT.

The gross debt of the State at the close of the fiscal year was \$10,428,926.13. or a sum in excess of that of the year previous of \$2,899,000, on account of the bond issues for

State Roads, Public Highways and Hospital Loans. After deducting, however, the bonds in the sinking funds amounting to \$5,117,379.72 and other assets of the State, aggregating \$6,693,849.72, the net debt of the State is \$3,735,076.41. With the securities therein at par, the value of which is far in excess of that amount. More was carried to the credit of the several sinking funds during the year than heretofore including State's own stock amounting to \$405,900.

If full credit for the actual value of the Northern Central Railroad annuity were claimed, which has been variously estimated at from \$2,500,000 to \$3,000,000, instead of its par value of \$1,500,000, it would reduce the apparent indebtedness of \$3,735,076.41 to \$2,235,076.41.

When it is remembered that with the last three years there has been issued \$3,500,000 of Road bonds, \$250,000 of Road and Bridge bonds, \$600,000 of Insane Hospital bonds, \$100,000 of Tuberculosis Sanatorium bonds, making in the aggregate \$4,450,000, and the net State indebtedness as shown above of \$2,235,076.41, or but little more than half the amount of the recent bond issue as above stated, shows a most gratifying condition of the finances of the State.

But this splendid condition must not be permitted to induce us to be more extravagant in our expenditures, but rather to suggest increased and more rigid economy, because it is only by the practice of economy in the different Departments of the State Government that such a financial condition could be secured and the additional burdens on the State Treasury in the future, to which I shall refer later, more in detail, would in itself make such a policy necessary.

Economy is an essential condition of progress, and if we are to have the money that shall be required to carry on the different constructive projects in which the State is now, or will hereafter be engaged, it must be by reducing to the lowest possible minimum the expenses of the State Government, and money not required to meet the legitimate costs of Government should be left in the pockets of the taxpayers to carry on the private business affairs of the people. If this policy is adhered to and continued, it will be but a short time until the rate of the State levy can be reduced to 12 or 14 cents on the \$100.

Under the authority and direction of the Act of Assembly of 1910, a General Assessment of all the property of the State outside of Baltimore City was made, and a return of all the Counties, except three (returns from which are not yet in) shows an increase of the stupendous sum of \$125,000,000 in the taxable basis of the State, and a very striking evidence of its material progress and growth.

The sources of the revenue received into the State Treasury to defray the expenses of the State Government are as follows:

Annapolis Water Company.....	\$ 1,500.00	
Baltimore and Fredericktown Turnpike Co.....	2,035.00	
Bank Commissioner.....	6,220.00	
Bonus on Corporations.....	24,027.89	
Boundary Line between Maryland and West Va.....	5,393.03	
Charter Fees from Foreign Corporations.....	871.15	
Conscience Fund.....	19.00	
Extradition of Criminals—Repayment.....	51.90	
Excess of Fees of Office.....	118,785.56	
Farmers' National Bank of Annapolis.....	4,414.65	
Franchise Tax.....	55,913.10	
Franchise Tax on Charter Rights.....	1,157.50	
Fines and Forfeitures.....	12,192.66	
General Measurers and Inspectors of Oysters.....	25,403.20	
House of Correction.....	45,000.00	
Insane Convicts—Repayment.....	287.50	
Interest on Personal Accounts.....	10,173.91	
Interest on Deposits.....	15,341.71	
Interest on Deposits, Baltimore City Collector.....	424.44	
Interest on the Public Debt.....	12,459.16	
Insurance—Repayment.....	67.54	
Land Office.....	2,029.26	
Licenses—Auctioneers.....	\$ 4,250.00	
" and Tax on Insurance Companies..	253,618.50	
" Billiard Table.....	15,979.87	
" Brokers.....	26,090.30	
" Cigarette.....	12,362.75	
" Exhibition.....	6,403.50	
" Fishery—Chesapeake Bay.....	471.45	
" Gaugers.....	99.00	
" Gunners.....	42.76	
" Hawkers and Peddlers.....	2,196.41	
" High Liquor—Baltimore City.....	1,501,110.47	
Amounts Carried Forward.....	\$1,822,625.01	\$344,068.16

Amounts Brought Forward.....	\$1,822,625.01	\$344,068.16
Licenses—Live Stock Dealers.....	661.61	
“ Motor Vehicles.....	75,000.00	
“ Ordinary.....	24,213.83	
“ Oyster House.....	6,456.12	
“ Oyster Canners, Packers and Com- mission Merchants.....	4,464.75	
“ Oyster Measurers.....	204.25	
“ Purse Net.....	200.00	
“ Race and Fishery.....	7.60	
“ Stevedore.....	165.01	
“ Traders.....	206,306.61	
“ Traders’ Liquor.....	56,434.14	
“ to Dredge for Oysters.....	19,469.85	
“ to Sell Commercial Fertilizers.....	10,650.00	
“ Tong and Scrape.....	10,364.15	
	<hr/>	2,237,222.48
Maryland Agricultural College.....		3,478.30
Maryland Hospital for the Insane.....		1,254.97
Maryland Penitentiary.....		35,151.84
Northern Central Railway Company.....		90,000.00
Oyster Fines.....		715.45
Oyster Fund—From Clerks of Circuit Courts of Kent, Talbot and Queen Anne’s Counties.....		2,110.00
Penalty on Corporations.....		239.05
Public Service Commission, Fees of.....		1,179.95
Public Highways Loan of 1910.....		256,293.50
Retired Teachers’ Pensions—Repayment.....		50.00
Recording Fees.....		1,019.80
Reshelling Oyster Bars.....		25,392.81
State Roads Loan.....		1,837,916.97
State Insane Hospital Loan.....		602,673.50
Sanitorium Loan.....		94,452.00
State Hay Scales.....		118.83
State Wharves.....		2,000.00
State Tobacco Inspections.....		15,128.07
State Board of Health—Repayment.....		443.13
Sale of the Laws of Maryland.....		143.50
Sale of Stationery.....		33.20
State Game Warden, Fine Imposed.....		104.46
Springfield State Hospital.....		346.01
Taxes—Public School, from Collectors.....	\$1,330,846.65	
“ School Book, from Collectors.....	271.98	
“ Penitentiary Loan, from Collectors..	77.78	
“ Insane Asylum Loan, from Collectors	19.42	
	<hr/>	<hr/>
Amounts Carried Forward.....	\$1,331,215.83	\$5,551,535.98

Amounts Brought Forward.....	\$1,331,215.83	\$5,551,535.98
Taxes—State Building and Improvement Loan, from Collectors.....		77.73
“ Outstanding Debt Loan, from Col- lectors.....		21.09
“ Consolidated Loan, from Collectors..		425.55
“ State Loan of 1902, from Collectors,		116.16
“ Public Buildings Loan, from Col- lectors.....		216.90
“ State Roads Loan, from Collectors	356,378.70	
“ State Insane Hospital Loan, from Collectors.....		66,003.10
“ Public Highways Loan, from Col- lectors.....		16,500.77
“ Sanatorium Loan, from Collectors..		8,250.39
		<hr/> 1,779,251.22
Taxes—Public School, from Incorporated Institutions.....	116,380.88	
“ School Book, from Incorporated In- stitutions.....		16.68
“ Penitentiary Loan, from Informat- ed Institutions.....		5.45
“ Insane Asylum Loan, from Informat- ed Institutions.....		1.26
“ State Building and Improvement Loan, from Incorporated Insti- tutions.....		3.72
“ Outstanding Debt Loan, from Informat- ed Institutions.....		7.69
“ Consolidated Loan, from Informat- ed Institutions.....		21.27
“ State Loan of 1902, from Informat- ed Institutions.....		5.57
“ Public Buildings Loans, from Informat- ed Institutions.....		14.77
“ State Roads Loan, from Informat- ed Institutions.....	32,130.74	
“ State Insane Hospital Loan, from In- format-ed Institutions.....		6,565.14
“ Public Highways Loan of 1910, from Incorporated Institutions,		1,641.29
“ Sanatorium Loan, from Informat- ed Institutions.....		820.64
		<hr/> 157,615.10
Amount Carried Forward.....		<hr/> \$7,488,402.30

Amount Brought Forward.....		\$7,488,402.30
Taxes—Public School, from Tax on Baltimore City Stock.....	46,533.07	
“ State Roads Loan, from Tax on Baltimore City Stock.....	12,881.47	
“ State Insane Hospital Loan, from Tax on Baltimore City Stock..	2,862.55	
“ Public Highways Loan of 1910, from Tax on Baltimore City Stock..	2,715.64	
“ Sanatorium Loan, from Tax on Baltimore City Stock.....	357.82	
		<hr/> 63,350.55
Tax on Gross Receipts of Corporations.....		760,462.02
“ Mortgages.....		56.77
“ Foreign Corporations.....		22,458.02
“ Commissions of Executors and Administrators....		59,132.49
“ Protests.....		1,234.00
“ Collateral Inheritances.....		310,943.21
“ Civil Commissions.....		454.10
		<hr/> Total Receipts.....\$8,706,493.45
Balance in Treasury proper, September 30, 1910....		875,111.16
		<hr/> Total.....\$9,581,604.61

CONCLUDING PART OF THE FINANCIAL STATEMENT.

Veto.....	\$750,000.00	
House of Correction.....	90,000.00	
Geological Survey.....	15,000.00	
		<hr/> \$855,000.00
<i>Balances in the item of expenditures which is under direction of Governor:</i>		
Mansion Account.....	\$16,565.34	
Repairs Account—Balance.....	10,843.00	
Contingent Fund.....	13,951.82	
Fuel and Light.....	7,517.19	
Board of Public Works—Contingent Fund....	8,943.49	
Reduction in Force at State Buildings.....	5,000.00	
		<hr/> 62,820.84
Springfield Insane Asylum.....	50,000.00	
Bureau of Statistics.....	6,000.00	
Tobacco Warehouse.....	25,078.00	
Eastern and Western Shore—Fish Commissioners.....	23,000.00	
Balance—Public Service Commission.....	66,000.00	
		<hr/> Amount Carried Forward.....\$1,087,898.84

Amount Brought Forward	\$1,087,898.84
State Library.....	7,000.00
Printing Contract.....	8,000.00
Agricultural College.....	15,387.31
Fire Marshal's Office.....	3,800.00
State Bank Commissioner.....	3,000.00
Live Stock Sanitary Board.....	10,197.78
	<hr/>
	\$1,135,283.93

GOOD ROADS.

The Legislature of Maryland, at its Session of 1908, enacted a law providing that the State of Maryland, under its own direction and at its own expense, construct a system of State roads, including the main arteries of public travel from one end of the State to the other, touching all the County seats of the several counties and the City of Baltimore, and authorizing, at the same time, a bond issue of \$5,000,000 to be expended in the construction of said roads, \$1,000,000 of which was to be expended on the Streets of Baltimore City.

A Commission, as provided in the Act, was appointed, and a system of roads was laid out.

The law provides that the proceeds from the bond issue should be expended in the construction of modern roads, hard and smooth, in the different counties of the State, and the money distributed according to road mileage.

At the Session of 1910 another bond issue of \$1,000,000 was authorized, and the proceeds of same to be used in the purchase of the Conowingo bridge, across the Susquehanna River, and the erection of a bridge at Sharpstown, across the Nanticoke River; the building of a boulevard from Annapolis to Baltimore, and the balance of said sum to be divided and distributed among the counties, as is provided in the original bond issue.

The Commission, as a body, visited each of the twenty-three counties of the State and Baltimore City, and discussed with the citizens thereof, at large mass meetings (where the fullest information was secured), the question of the location of the system in each County.

At the time that these locations were made and the work begun there was a large number of turn-pike roads existing

on the Western Shore of the State, and in fact, of the roads entering Baltimore City, a large portion were turnpike roads with toll gates all around the edges of the City, and some within the same. These toll gates within and surrounding the City have been taken down and removed. The last one—the Reisterstown toll gate—was removed a short time ago, and the pikes upon which these toll gates were located have been secured to the State by purchase or otherwise, as follows: Bel Air pike, 15 miles; Harford, 16 miles; York, 23 miles; Liberty, 13 miles; Frederick, 59 miles; Clarkesville, 12 miles; Fenby, 3 miles; Emmitsburg, 22 Miles; Jefferson, 8 miles; Boonsboro, 12 miles; Conochague, 7 miles; pike at Bel Air, Harford County, 3 miles; Reisterstown, 2 miles, making in all 195 miles. Prior to the freeing of these pikes, the toll paid annually by the persons using the same would reach from \$60,000 to \$100,000.

The prices paid for these roads were: Frederick, \$100,000, including a bridge over the Monocacy River, which if now constructed would cost almost as much as was paid for the entire pike; Clarkesville, \$10,000; Fenby, \$9,000; Emmitsburg, \$21,539; Jefferson, \$9,980; Boonsboro, \$12,000; Conochague, \$22,500; Bel Air, \$3,000; Reisterstown, \$70,000, costing in the aggregate, \$258,019. These pikes can be turned into hard, smooth roads, complying with the requirements of the Act, at a cost ranging from \$1,500 to \$4,000 a mile, because of the stone foundations along their entire length.

The construction of the roads has been carried on in each of the Counties and in Baltimore City. The aggregate number of miles built or under contract is 333.63, as set forth herewith:

Anne Arundel.....	15.60
Allegany.....	15.25
Baltimore.....	12.70
Baltimore City.....	4.60
Calvert.....	15.00
Caroline.....	15.80
Carroll.....	12.80
Cecil.....	15.10
Charles.....	13.90
Dorchester.....	21.60
Garrett.....	16.30

Harford.....	15.50
Howard.....	3.20
Howard, Frederick and Montgomery.....	2.30
Kent.....	10.90
Montgomery.....	14.70
Prince George's.....	17.70
Queen Anne's.....	14.50
St. Mary's.....	13.90
Somerset.....	10.70
Talbot.....	9.40
Wicomico.....	20.40
Washington.....	8.80
Worcester.....	21.40
Frederick.....	11.58

The improvements made in the construction of some of these roads are quite marked, for instance, the Harford road, running out from Baltimore City, and the new bridge constructed on this highway; the road over the mountain in Garrett County; the road over Deer Creek, in Harford County, in which a grade almost impossible has been so reduced as to make travel practically convenient, together with a splendid concrete bridge which has been erected over said Creek; the improvements at Porter's bridge, in Cecil County, and in many other sections of the State. Culverts of concrete and bridges of same material are constructed on all these roads, and are included in the aggregate cost of construction. In some of the other States the cost of bridges are not included in the expenses of the construction of roads. When this fact is borne in mind and account taken of heavy freight charges for material, which has to be shipped to those sections of the State that are without it, the cost of construction in this State is less than the cost of construction in the other States where road work has or is now going on. In New York, the average cost per mile is \$11,380.64; in Pennsylvania, \$11,963; in New Jersey, \$10,000, and I am informed that some of the States do not include the cost of supervision.

The Commission has purchased the Conowingo bridge at a cost of \$88,000, and made it a free bridge for public travel. It has also contracted for the bridge over the Nanticoke River, and its construction is now being proceeded with, and will be completed in the early part of February.

They are building the Annapolis and Baltimore boulevard. All of the road between Annapolis and Glen Burnie has been built, or is in progress of construction. When this road is finished to Glen Burnie, it will there connect with the road from Light Street bridge, also built by the Commission, $5\frac{1}{2}$ miles of which have been completed, thereby accommodating travel from Baltimore to Annapolis. The upper end of the boulevard will be built next year.

This is the first State in the Union to adopt the policy of building the main arteries of public travel solely at State expense.

The methods by which these roads are being constructed are as follows:

The plans and blue prints are prepared and filed in the office of the County Commissioners in the County in which the road proposed to construct is located, and then the same is advertised and sold to the lowest bidder, if his bid agrees with the estimates made by the Engineer. There is placed in charge of the work so contracted an Inspector, who watches and reports daily to the Road Commission every detail of construction of the road by the contractor.

The other is where the road is built under the direct supervision of the Commission itself in counties where the County Commissioners under their control and direction take charge of the work, and pay whatever it may cost for wages, supplies, etc. In this instance, an Inspector representing the Road Commission, is also present watching the character of work done, and all expenses entailed are reported by him to the Commission.

All bills, before they are paid, come before the Commission, and are referred to an Auditing Committee of said Commission, and must be approved before they are ordered paid.

By the Act of 1910, the Commission having charge of the construction of the road under what is known as the State Aid System, was consolidated with the State Road Commission. Under this system the following number of miles of road was let and completed, since passage of this law:

	<i>Miles Let.</i>	<i>Miles Completed.</i>
Allegany.....	14.47	13.43
Anne Arundel.....	3.86	2.79
Baltimore.....	37.66	36.33
Caroline.....	11.86	11.16
Carroll.....	4.71	4.40
Cecil.....	12.77	12.77
Charles.....	.48	.48
Dorchester.....	5.71	3.56
Frederick.....	1.83	1.83
Harford.....	23.23	23.23
Howard.....	5.72	4.71
Somerset.....	1.02	1.02
Prince George's.....	5.55	5.55
Montgomery.....	25.15	25.15
Worcester.....	8.20	8.20
Wicomico.....	10.55	10.55
Washington.....	3.00	3.00
Talbot.....	1.44	1.44
	<hr/>	<hr/>
	177.21	169.60

Audits have, from time to time, been made by the Baltimore Audit Company, who were designated by two prominent citizens and business men of Baltimore City, Messrs. Douglas H. Thomas and Franklin N. Hoen, who are in no wise connected with the Road Commission or interested in any way. One of these audits was completed less than one month ago, and in the report of the Auditors, they make the following statement :

“We have, however, checked in detail every posting from both Cash and Journal Records, into your General Ledger, with verifications of additions on same, and the reports attached are in accordance with the books and records as so verified on that date.

“We find your Voucher Records and Cash Books in good order and correct. The Vouchers are in excellent shape, and same were also found generally correct. While several Vouchers were found incomplete, for some reason or other, and while some errors were discovered, all have been or are, in process of correction, satisfactory to us:

“Taken in its entirety, the work of your office is well and economically conducted, and we feel perfectly safe in saying that a very small percentage of business houses would

be able to handle the volume of work that passes through your office with less confusion or error. Your office force deserves credit for conscientious work."

The Engineering Department, having charge of the road work, has the following employees:

Chief Engineer's Office—

Bookkeeper.....	1
Clerks.....	6
Material Tester.....	1
Machinist.....	1
Stenographers.....	3
	<hr/>
	12

Construction Department—

Assistant Engineer.....	2
Engineer Inspectors.....	8
Inspectors.....	68
	<hr/>
	78

Survey Parties, etc.—

Chief of Parties.....	3
Instrument Men.....	3
Rodmen.....	6
Chief Draftsman.....	1
Draftsmen.....	10
Office Boys.....	2
	<hr/>
	25

The Maintenance Department employs the following:

Assistant Engineer.....	1
Engineer Inspectors.....	3
Chief Clerk.....	1
Bookkeeper.....	1
Office Boy.....	1
Stenographer.....	1
Inspectors, Superintendents and Foremen.....	16
Patrolmen.....	41
	<hr/>
	65

Inspectors in the Construction Department apply to both State and State Aid work—one inspector is supposed to be on each contract to give grades and look after the State's interest, making daily reports to the office in detail.

Survey Parties do the field work in connection with preparing plans preparatory to letting contracts and making surveys of the work when completed to determine the quantities of materials used.

Maintenance Inspectors supervise repairs to State Aid work. Patrolmen look after the repairs to roads when completed.

The following stretches of road have been built:

In Harford County, road from Baltimore County line by way of Bel Air, about 25 miles in length, at the completion of the contract already let.

Kent County, from Locust Grove to Chestertown, 11 miles, and from Chestertown to Centreville, 14 miles, making 25 miles of continuous road.

In Wicomico County, from Sharpstown to the Somerset County line, at Allen, only $1\frac{1}{2}$ miles to be completed, when the people of that County living between these points will have a macadam and shell road longer than any County in the State.

In Dorchester County we can go from Federalsburg through the progressive villages of Hurlock and New Market, and from New Market to Cambridge over a stone or shell road except about $1\frac{1}{2}$ miles now under construction; also under construction, a road between Shilo and Eldorado, $4\frac{1}{2}$ miles. Between Greensboro. Caroline County, and Cambridge, a distance of 50 miles, but $8\frac{1}{2}$ miles remain to be completed. Between Cambridge and Allen, in Wicomico County, a distance of about 50 miles, only 8 miles remain to be completed, with the bridge across the Nanticoke River now rapidly nearing completion.

In Caroline County we have 15 miles completed.

In Anne Arundel County from Brooklyn to Annapolis, $18\frac{1}{2}$ miles of which stretch have already been built, and with one section contracted and now under construction, this whole road will be open to travel, with 10 miles in addition graded, bridged and drained in the lower end of the County to the Calvert County line, with 15 miles from that point to Prince Frederick, in Calvert County, graded, drained and bridged, so that the whole stretch of road from Baltimore through Annapolis to Prince Frederick can soon be completed in its entire length.

In St. Mary's County, 9 miles of road from Leonardtown to Mechanicsville have been completed. Five miles in addi-

tion thereto have been graded, drained and bridged, and the road is now in splendid condition, and is being traveled over by automobiles and other conveyances.

In Prince George's County, there is now under construction the T. B. road, from the District of Columbia to the Charles County line, a distance of 12 miles. This is the main artery for Southern Maryland through Charles and St. Mary's Counties. Plans are now being completed for the 3 miles between T. B. and the Charles County line. In this County also 8 miles of road, from Hill's Bridge through Marlboro to the District line, have been built.

In Carroll County, we have purchased the Fenby turnpike, about 3 miles in length, which connects with the road now under contract from Frizzleburg, one mile north of Westminster, passing the Springfield State Asylum, to West Friendship, in Howard County, on the National Pike, a distance of about 21 miles, which is now under construction, with the road of about 21½ miles from Ridgeville towards Damascus.

In Howard County, 20 miles of the National Pike and the Clarksville Pike, 12 miles in length, have been freed from toll, and 3 1/3 miles built from West Friendship to Sykesville.

In Frederick, the Emmittsburg pike, 21 miles being reconstructed by the Maintenance Department of the Road Commission; the Jefferson pike freed from toll, 8 miles; the National Pike, 27 miles, making 56 miles of turnpike in that County; a road from Jefferson to Knoxville, a distance of 7 miles, over which we can reach the Valley of Virginia over a stone road from Frederick by the Jefferson pike and the historic Harpers Ferry.

In Garrett County, one of the Counties of the State that, in my judgment, is suffering more than any other County in the State, we have contracted for roads for a distance of 12 miles, 10 miles of which have been completed. On account of the scarcity of suitable material and the shorter seasons, it is more difficult to get contractors than in some other sections of the State.

In Washington County, the section of the National Pike from the Conococheague River to Licking Creek, a distance of 9 miles, is under construction. The work of the section to Clearspring is being constructed under the direction of Dr. J. McPherson Scott and Mr. E. P. Cohill, two of Wash-

ington County's leading citizens, and the 21½ miles completed by them is considered the prize section of work completed in the State, and the 19 miles of toll road of the Boonsboro Turnpike and the Conococheague Turnpike have been purchased by the State and freed from toll.

In Allegany County several sections of the National Pike between Cumberland and the Garrett County line have been rebuilt, the remainder of the road between these points has been repaired, and the roads are in good condition, and by using the Bedford road from Cufferland we have a stretch of 25 miles between the Garrett County line and Flintstone.

Montgomery County has under construction about 13 miles of road from Norbeck by way of Gaithersburg to Darnestown, and nearing completion, and will connect the turnpike road in the eastern section of the County at Norbeck, one of which has been recently freed from toll.

In Charles County we have a completed gravel macadam road from the Prince George's County line to La Plata, a distance of 11 miles, with additional section of 3 miles at Waldrof toward Bryantown, in St. Mary's County, under construction.

In Baltimore County, Falls Road from City limits to Mt. Washington, 2 miles, one mile of which is vitrified brick on concrete base and steel protected concrete curbing, and the remainder pitch macadam.

Westport Road: 1.6 miles, vitrified brick on concrete base, with concrete curbing and pitch macadam.

Philadelphia Road: City Limits to Herring Run, 2 miles, pitch macadam.

Harford Road: From the City Limits to Taylor Avenue, a distance of 3 miles, pitch macadam and vitrified brick.

Bel Air Road: City Limits to Overlea, 3½ miles, vitrified brick paving on concrete base, steel protected curbing, and pitch macadam.

Liberty Road: City Limits to Buck's Lane, 1 mile, pitch macadam.

These roads are of the same class of construction as is required in the City, being a continuation of the City streets, and subject to heavy travel.

Pikes freed from toll in this County as follows: Bel Air, Harford, York, Liberty and Frederick Turnpikes, about 67 miles in all.

Baltimore City: Under construction, the Falls Road from 36th Street to the City Limits, $\frac{3}{4}$ of a mile; Liberty Road, Walbrook Junction to the City Limits, $1\frac{3}{4}$ miles; Harford Road, $2\frac{1}{3}$ miles. The Falls Road is vitrified brick, concrete base, etc. Liberty Road, vitrified brick, concrete curbing, etc.

Harford Road: Vitrified paving on concrete base, concrete curbing. This street, when completed, will doubtless be the show street of the City as far as street work is concerned. We have freed from toll in Baltimore City, the Bel Air, Harford, York, Liberty, Frederick and Reisterstown Turnpikes.

In Cecil County, the upper section of the work has been expensive on account of heavy grading and the number of bridges. Cecil, next to Anne Arundel, has more bridges than any County in the State.

Talbot County: A stretch of 8 miles completed between Skipton and Easton, and plans completed to the Queen Anne's County Line.

Worcester County: Between Snow Hill and Berlin, 15 miles in length, is about completed; there is under construction 6 miles from Pocomoke City towards Snow Hill.

Of the \$5,000,000 Loan, \$3,500,000 of the bonds have been sold, leaving a balance of \$1,500,000 yet to be sold. Of the \$3,500,000 there have been expended in the purchase of pikes, and in the maintenance work, and the work done in Baltimore City, about \$1,000,000. Part of the bonds were sold below par, when the bond market was demoralized all over the country. The amount of the loss of the \$125,000 or \$130,000 deducted from the \$3,500,000 expended would reduce the amount expended throughout the Counties of the State to about \$2,400,000, and while the low rate of interest that these bonds bear, the same being $3\frac{1}{2}$ per cent, will in the end equalize the loss on the sale of the same below their par value, the loss has to be deducted now out of the same in hand. In the earlier issue of the bonds much interest was saved by selling them in such quantities that would produce the money immediately demanded. At the beginning of the work there were very few contractors within the State of Maryland equipped to take the contracts, and many contracts were necessarily let to contractors from other States. Now, however, there are more contractors here who are engaged in this work, so that in the future we will have the benefit of more competition. We will have the advantage of

the more effective work from the men employed in the actual building of the road, because of their knowledge gained in the work, which has now been done, and better organization can be effected, because of their greater familiarity with the character of their work.

There also remains a large portion of the \$1,000,000 Loan yet unexpended, the bonds not having been sold, out of which there will be a distribution made to all the counties sufficient to cover the money used in excess of their distributive share of the original \$5,000,000 Loan. There is but one County, as I now recall, in which this condition exists.

At the time that the Road Law was enacted and the bond issue authorized, certain legislation was adopted to provide the funds necessary to pay the interest and provide for the sinking fund on these bond issues. Among them was a law increasing liquor licenses in Baltimore City and Baltimore County; increasing the Collateral Inheritance tax, and later the passage of the Automobile Law, with licenses for operating the same on the Public Highways.

These measures did not interfere with the State's revenues that existed at the time of their enactment, but provided that an annual increase of the State's receipts from these sources should be applied to the interest and sinking fund, as before stated.

Since the enactment of these laws, the increase for the road project is as follows:

From Liquor Licenses in Baltimore City....	\$729,910.50
From Liquor Licenses in Baltimore County..	51,347.50
Collateral Inheritance Tax.....	529,391.19
Automobile Licenses.....	103,000.00

making in the aggregate, an increase of revenue of.....	\$1,413,649.19
The amount paid out for interest on bonds was.	149,310.00

leaving a balance of.....\$1,264,339.19

From the above it will be observed that the amount of revenue provided by these laws is far in excess of the sum necessary to pay the interest and pay into the sinking fund on these bonds, and is being used to pay the appropriations to charitable and other institutions, which said appropriations I shall show later on have been the largest in the history of the State.

The amount of revenue thus raised, if undisturbed, will be sufficient, with the continued exercise of rigid economy, with the enactment of one or two laws, the passage of which I shall recommend, which will increase this sum annually from \$50,000 to \$100,000, will be amply sufficient to take care of the bonds already issued, as well as those which I will now recommend to complete the entire State system of roads throughout the State, without the imposition of any direct tax for same.

The Constitution requires that, when bonds are issued by the State, there shall be levied a direct tax sufficient to pay interest and sinking fund on the same. While this Constitutional provision has been complied with, such sums thus raised are not required for the road expenses.

I recommend most earnestly the continuance of this work, and the issuing of another State Loan of \$5,000,000 to be used for the completion of the State system as now laid out, and to be distributed in accordance with the provisions of the original law.

I recommend a special appropriation of \$300,000 for Southern Maryland in addition to its portion of the \$5,000,000 Loan herein referred to. I do this because of the knowledge of the lack of transportation facilities in this fertile section of our State. I believe it is abundantly justified as a wise State policy, because it will greatly aid in the development of this part of the State, increase its productivity, and thereby raise its taxable basis. It is unquestionably more in need of good roads than the other Counties of the State.

I recommend the passage of a loan of \$2,500,000 to be expended on the Streets of Baltimore City, assisting in the rebuilding of the Light Street bridge and the improvement of Light Street itself, and other Streets of the City. I am confident that the greatest present need and the greatest benefit that could be conferred on the City at this time would be to get rid of its rough cobble stone streets, and replacing them by smooth ones. The City itself has recommended this, and has made a substantial loan to start this work, in which I believe the State ought to assist. I do not recommend this solely upon the ground that the City should share in the amount of money which the State is expending for road improvement, because I firmly believe that the City benefits more by the construction of improved roads leading from

every section of the State, facilitating and increasing the travel to the City, as well as bringing thereto the products from all the different parts of Maryland.

I recommend the purchase, by the State Roads Commission, of quarries of stone suitable for road building, and the purchase of gravel pits, because I believe it would not only reduce the cost of material and save the expense and trouble of contractors to procure this material themselves of a kind that would pass the test required of same, but would enable it to be transported from the quarry to the roads where it could be used through the winter season of the year when the farmers and others having teams, for which they have no particular use during the colder part of the year, and in addition to this, because there could be employed to greater advantage the Convict Labor in the Jails and House of Correction in the preparation of materials, which I think ought to be done, as well as a law enacted providing for Convict Labor on road work generally, which I strongly recommend, and which has worked so successfully in many of the States of the South.

I recommend the continuance of the Maintenance Department to promote the vital and important part of repairing the roads when built. There is nothing connected with the whole subject of road building so important as their maintenance after they are constructed. The work which this Department has already done in rebuilding the old stone bridges on the National Pike and oiling and resurfacing the roads that have been built under both systems, has been most satisfactory.

I also recommend that the policy which has been adopted in a great many of the counties already of putting an Engineer at the head of the important work of the repair of the ordinary dirt roads be extended, which has resulted where it has been tried a sufficient length of time, in better roads at less expense.

I recommend the increased use of the King drag, the results of the experiment where used abundantly justify its adoption.

There is nothing that will contribute more to develop a State and its resources than good roads; nothing so helpful to a city as smooth and hard roads approaching the same, and smooth streets within the same. The large increase in

the taxable basis, under the recent Assessment, clearly demonstrates that it increases the value of land and other property through which it passes; increases the products of the soil, from which taxes are paid by lessening the expenses in marketing such products; increases the acreage tilled, because it carries this method of transportation to remote sections of the State, where, without it, land could not be so profitably developed. It saves the time by from one-third to one-half that it requires to reach the market, and lessens the team necessary by from one-third to one-half. It brings communities closer together by lessening the time necessary to go from one to the other. It advertises the State, and induces people from without to buy homes among us and help us to increase the productivity of the soil.

Adam Smith in his "Wealth of Nations" says:

"Good roads, canals and navigable rivers, by diminishing the expense of carriage, put the remote parts of the country more nearly upon the level with those in the neighborhood of the town. They are, upon that account, the greatest of all improvements. They encourage the cultivation of the remote parts, which must always be the most expensive circle of the country. They are advantageous to the town by breaking down the monopoly of the country in its neighborhood."

From England comes the statement that it is safe to say that land values are improved and that the agricultural, commercial and manufacturing industries are materially benefited through the operation of good public roads in the country.

From Scotland, we read, that roads are the life, necessity and hope of all Scottish industry, and their value increases rather than diminishes, with railroad extension. Property without them would be comparatively valueless.

The same reason is given for the great prosperity of France.

This road work has been going on for three years, and more miles have been built in this time than have been constructed in any other State of the Union. As shown by the reports, Massachusetts in the first three years built 109 miles; New Jersey in the first three years built 70 miles, and New York in the first three years built 40 miles.

METHODS AND CONTROL OF APPROPRIATIONS.

I also recommend that all appropriations for the expenses of the State government, for charitable and educational institutions, and all other outlays of the public moneys, be made in the General Appropriation Bill biennially by each Legislature, and that all acts providing for running or annual appropriations be repealed. This is a most serious matter and is entitled to careful consideration upon your part. Only in the way recommended can the people know the exact amount of their money which is appropriated and the purposes for which it is distributed and spent. Besides, and it is of almost equal importance, only in the way recommended can the members of the Legislature, with any facility, have before them full and definite information at each session to guide and direct them in the matter of appropriations. By the mode of appropriation above indicated, whereby all appropriations are included in the General Appropriation Bills, the relation of each appropriation to all the funds and resources of the State and to the whole amount intended to be appropriated by the Legislature may be estimated and appreciated. No appropriation which the General Assembly may be called upon to make stands by itself. It must, in the necessity of things, be considered, if it is to be passed upon rationally, in its relation to all other appropriations and the financial abilities of the State. The subject to be properly dealt with should be considered as a whole and not piecemeal or in isolated parts. This cannot be done under the present system, which should, accordingly, be changed. The evil of continuing appropriations, which has engaged my attention for some time, should also be dealt with and abolished. Such appropriations frequently go on for years for purposes which are forgotten and which often have ceased to rest upon any necessity or justification. By making all appropriations biennially, so that each Legislature may pass upon their justice or propriety, the whole subject is brought periodically within the control of the representatives of the people. In this manner every General Assembly may every two years pass upon the whole subject of expenditures and reduce appropriations if, in its judgment, public requirements necessitate or justify the same, a course which cannot be pursued under the present system.

And while upon the subject of appropriations and in view of the decision of the Court of Appeals in the case of the Agricultural College vs. Atkinson, 102nd Maryland, I would recommend the enactment of a law providing that, unless otherwise provided in the Act itself, all appropriations shall be paid within the fiscal year for which they are appropriated, and not otherwise. As the law seems to now stand, any appropriation made may run for a longer time than the fiscal year period and still be drawn by the institution or person to whom it is appropriated, and the Court of Appeals has said in the case referred to that there is no general law which declares that money not drawn in the fiscal year for which it is appropriated cannot be drawn thereafter. And the Comptroller should also be authorized with the power to pro rate appropriations where for any reason the gross sum exceeds the revenues of the State provided for that purpose.

STATE BANKING DEPARTMENT.

This department of the State government established and organized by authority of an Act of Assembly of 1910, is one of the most useful and important of the State Departments. When the department was organized there were 110 State Banks and Trust Companies, including 8 branches and 23 savings institutions. Since that date two institutions have been found insolvent and closed by the Bank Commissioner, and three have gone into voluntary liquidation. During the same period 8 institutions have been incorporated and are now doing business, making a total of 136 institutions.

It is the duty of the State Bank Commissioner to visit these institutions in which are deposited the people's money, and to have statements made to him from time to time during the year. This is a great protection to the depositors and others interested in these institutions. The total resources of 124 State institutions and 10 branches, as reported at the close of business on June 7th, 1911, was \$197,350,768.31, and shows an increase of \$1,721,182.00 over December report, 1910.

Since the organization of this department 211 regular official examinations have been made, together with 8 additional examinations. The establishment of this department has met with universal favor from the people of the State, and the institutions which it affects have co-operated in every way to make the department a success. This department has

saved about \$3,000.00 out of the appropriation for its maintenance, and will in the future be able to collect in fees from the institutions affected by it the money necessary to pay its expenses and become self-sustaining.

Recommendations made in the report of the Bank Commissioner seem to me to be wise and proper, and I join him in recommending that they be adopted by the Legislature. There is not in Maryland a department more efficiently run than this. The chief and his assistants are most efficient and attend closely to the duties of the office.

INSANE AND FEEBLE-MINDED.

The Legislature of 1910 authorized a bond issue of \$600,000 to be expended in the erection of new buildings for the accommodation of additional numbers of insane and feeble-minded in these institutions, under the new policy that the State has adopted of State care of the Insane. The sum was divided as follows:

Springfield.....	\$270,000
Spring Grove.....	80,000
Maryland Asylum and Training School....	150,000
Colored Insane.....	100,000

The buildings for which these bonds were issued are now in progress of erection, and will when completed accommodate the following additional numbers in these institutions: Spring Grove, 100 more patients; Springfield, 400 more; Maryland Asylum and Training School, 185 more; Crownsville Hospital, 180 more, making a total of 865 more patients.

As to the number, character and cost of these buildings, I will refer you to the force of these institutions.

The law as it now exists, since this policy was adopted by the State, provides that for each insane person sent to these institutions the County or City shall pay \$100 a year, it being believed that the amount they are required to pay being so much less than the actual cost to provide for them themselves will be a sufficient inducement to have all the insane from the local insane institutions and those from the almshouse sent to a State institution, the amount which they are now required to pay being \$50 less for each patient than heretofore, they paying \$150 for each patient prior to the passage of this Act. The saving will, therefore, amount to considerable to the Counties, and especially to the City.

The law providing for the State care of the Insane was enacted because it was believed that in the economy of providing for larger numbers in one institution and in the additional care they would receive and the higher medical treatment, it made it unquestionably the proper course to pursue. It was recommended by the experts within our own State of the medical profession who had experience and who had studied the question, and agrees with the position taken by many other States of the Union.

The total number of insane in Spring Grove or the Maryland Hospital for the Insane is 285 from Baltimore City and 329 from the Counties.

Springfield now has 680 patients from Baltimore City and 428 from Counties, making a total of 1,108 patients.

The Maryland Asylum and Training School now has 191 from the City and 158 from the Counties.

Of the number in these three institutions, 1,156 are from the City and 935 from the Counties, and there is being cared for about 60 colored insane at Crownsville.

The reports from these institutions will show the manner, under their management, of the work that the patients are doing, which I recommended be further developed in the future.

The receipts from the work done by the Maryland Asylum and Training School are especially noticeable, and in fact the management of all of these institutions are deserving of great praise. The products from the farms upon which they are located have increased very much in the last few years. The request from the trustees of the Training School for an appropriation that will enable them to purchase a farm or additional land. I approve, in order that they may have sufficient to maintain the stock which they require and to supply with work the older inmates in this institution.

I add a table showing the number of insane in the State, the number now taken care of in the State institutions and otherwise, and the estimated increase and the additional appropriations that will be demanded for the future. The sums required, as indicated in this table, are quite heavy, and shows the necessity of holding down all the appropriations of the State to the lowest possible amount in order that this demand may even be partially met. The number of insane patients from the Eastern Shore, together

with the increase that is sure to follow from that section, a suggestion has been made, and I submit it for your consideration, that there should be built in the next provision to be made a Hospital on the Eastern Shore.

Total Number of Insane in State, Corporate and Private Institutions, County Asylums, County Homes, to Oct. 1, 1911.....	3,900
Waiting List of Supervisors of City Charities.....	78
Waiting List of Maryland Asylum and Tr. School.....	222

Total Number of Insane in Maryland, including 375 Private Out-of-State Patients.....	4,200
Patients in Private Institutions.....	626

Number of Indigent Insane in Maryland.....	3,574
Number of Insane in State Hospitals.....	2,086

Insane Patients Not in State Hospitals.....	1,488
Insane Patients Who Will be Provided for by Bond Issue..	865

Insane Patients for Whom No Provision Has Been Made.....	623
Estimated Average Increase for 1913 and 1914.....	400

Total Number of Insane Who Will Have to be Provided for by 1914.....	1,023
Estimated Average Increase, 2 years.....	400

EASTERN SHORE PATIENTS.

Patients from Eastern Shore in Spring Grove.....	68
“ “ “ “ Springfield.....	136
“ “ “ “ Montevue.....	5
“ “ “ “ Mount Hope.....	5
“ “ “ “ Cecil County Asylum.....	30
“ “ “ “ Private Sanitarium and Md. Asy. & Tr. School.....	98
Total Number of patients from Eastern Shore.....	342

The present President of the Maryland Asylum and Training School was one of its original trustees or charter members, and his great interest and devotion calls for especial notice and commendation. He encloses the report of the auditor, which indicates a most wise and careful management of the institution's financial affairs.

THE NATIONAL GUARD. .

The improvement of the National Guard under the wise provisions of the Militia Law passed at the 1908 session of the Legislature, predicted in my last message, has been more than realized, and expert opinion shows, that in efficiency and personnel it now compares most favorably with that of the larger and progressive States.

The effort of this administration has been to perfect the present units of the Guard with the funds at its disposal, rather than to organize additional units, thereby sacrificing, because of lack of funds, the instruction, equipping and efficiency of those already in the Guard, and the advancement made justifies the course pursued.

The practical and theoretical instruction of the Guard has been continued in both Government and State camps and maneuvers, and by schools and lectures to the commissioned and enlisted personnel, and the favorable results obtained therefrom were clearly demonstrated at the splendid encampment at Frederick, Maryland, in July, 1911, where it is believed that the conduct, health, and benefits derived have never been surpassed in this State.

The National and State Governments are devoting every energy to develop the National Guard to the highest standard of efficiency, both officers and non-commissioned officers of the regular army are being assigned to the State as instructors, and in order to obtain the proper benefits from their services, it is necessary for the respective units to keep recruited up to the required strength and for the members to attend the camps and drills, and the citizens and business men of the State are earnestly appealed to to co-operate with their employees to this end.

The Federal Pay Bill, now pending before Congress, to remunerate the members of the Guard, in a small way, for the large amount of study and time devoted to their military duties, in order to perfect themselves for active service, should the occasion arise, meets with my hearty approval.

I would recommend, if the State's revenues are found to warrant it, small armories in the towns where military companies are located. They need not be expensive, and should be built on condition that the citizens or municipalities donate the land needed, and they could be used for entertainments and agricultural or horticultural exhibitions, or other public meetings for which they would be available.

The construction of one a year would soon result in having them at all points of the State where they would be needed. This would result in increasing interest in these companies and improve them, and keep them together, which is now very difficult to do, because of the fact that it is a gratuitous service.

BUREAU OF IMMIGRATION.

The report of this Bureau shows that during their term of office, which has been very successful, about 40,000 acres of Maryland land have been taken up by about 250 families from other States of the Union, and from Europe.

The report also shows that the industrial activity is much greater in those counties where new blood and new methods have been infused, and the price of agricultural soil has been augmented in a surprising degree.

In this report, a continuance of good work is also recommended, and they state that the amount of money available for the Bureau has not been increased since its creation, notwithstanding the increase in the cost of printing matter and other expenses. They point to the fact that the Commissioner of Virginia has more than \$60,000 at his disposal, about \$50,000 of which sum, however, is derived from the fertilizer tax in that State, and recommend that a similar law be adopted in this State.

During Maryland week, as suggested by the Baltimore Sun, I invited the Governors of the Southern States, also the President and officers of the Southern Railroads for the purpose of a conference and discussion upon the important question of immigration in this State, and in the States to the south of us. In response to that invitation, a number of the Governors and railroad officials came to Baltimore, and a conference was held at which the question was very ably and intelligently discussed, and there was entire agreement as to the necessity of doing something to promote this important purpose. It resulted in the adoption of a resolution appointing a committee composed of the Governors of the Southern States, the Railroad Presidents of that section, and others as a committee to meet in Baltimore and adopt some practical means to secure more immigration to this section of the country.

I was very much impressed with the interest shown by all present, and am confident that the efforts of the committee

appointed will result in a larger increasing of the tide of immigration to those States. Maryland is in great need of more labor on the farm, and in other occupations, and this condition imperatively demands that some practical effort be started at once to secure it.

I believe if a number of immigrants could be secured to make little colonies in certain places throughout the State where they would have the association of people of their own nationality, it would do much to induce them the more rapidly to become contented, and secure their remaining with us.

I believe that this Bureau should be strengthened by such legislation as would increase its effectiveness in every way, and hope you may be able to find some method of obtaining the revenues necessary for its operations.

I would also recommend that this Department be consolidated and administered by the Trustees of the Maryland Agricultural College, thereby saving administration expenses.

CENTRAL PURCHASING AGENCY.

The State's money is expended by too many people. Private business concerns scrutinize with greatest care the expenditure of money. Why should not the State do likewise? I believe that some provision could be made by law for a Central Purchasing Agency for the purchase at least of the staple articles needed in all the institutions of the State. It might consist of the Governor, Comptroller and State Treasurer, with authority to employ a secretary especially well fitted for the important work that he will be called upon to do. He could visit and familiarize himself with the question of the supplies of all the institutions and with the officers of the same, and prepare the requisitions which should be filed and passed upon by this Board.

I am firmly of the opinion that a large sum of money could be saved annually if some such plan were adopted, and reduce the purchase of supplies to some business system. This is an important matter and will grow in importance because of the growth and increase in the population of these institutions and in the increasing quantity of supplies they require. The amount of supplies needed, as decided by the Board, could then be advertised and sold to the lowest bidder, and if the State could save even twenty-five to thirty thousand dollars a year it would well be worth the effort, and the

money appropriated and drawn out by the different State institutions could remain in the State Treasury, and the amount of the purchase paid from that depository of the State's money.

AUTOMOBILE LICENSE LAW.

This law, passed at the last Session of the Legislature for the purpose of securing revenue from the use of automobiles upon the public highways of the State, and to regulate and make safer their travel upon the public roads, has been quite a success. While for a time there were violations of the law by the speed and reckless use of these conveyances on the Streets and public highways, in some instances of a most reckless character, the law is now being more rigidly enforced by the State's officials, and there is a marked improvement in this respect, not entirely, however, without occasional abuses.

The revenue collected by this Department in licenses issued has amounted to \$103,000, and has exceeded the expectations in that regard. I firmly believe that in four or five years from this time, it will reach the sum of \$300,000, which goes to the money required for the maintenance of the roads that we have or are now building, and will very largely meet the expenses of that important work, and when we think of the injury these vehicles do the roads in traveling over same, it is but fair and just that their owners should contribute something to repair the injuries they do.

The automobile is here to stay and much money is expended by our citizens in purchasing them and paid to the manufacturer in other States. Could we not manufacture them to a greater extent within our State, and keep the money at home?

I recommend that the law be changed so as to provide for its administration by the State Roads Commission, as they use the public roads, and as the revenues received from licenses go exclusively to the maintenance of public roads, I see no reason against, and many reasons why it should be administered by this Department, in addition to the saving of administration expenses that would thus be secured. The work of this Department in looking out for the revenues all over the State and their efforts to stop reckless driving and abide by the restrictions of the law in the use of the same

upon the streets and highways has been very gratifying and creditable to the Department.

STATE FIRE MARSHAL.

The report of the State Fire Marshal shows that he has examined into the cause of 4,000 fires, visiting all the counties of the State and Baltimore City where said fires occurred. 94 persons were arrested on the charge of arson and attempted arson. Eighty of this number were convicted, 5 were acquitted, 3 discharged owing to defective indictments, and 6 are now awaiting trial. The work of this office is entitled to the highest commendation, due to the great energies of the Fire Marshal. It greatly reduced the loss in insurance companies by reducing the number of fires and increasing the safety of life and property throughout the State. It has been suggested that his office should be given authority to inspect buildings and order fire-traps to be torn down. This would further diminish fire waste in this State. This officer has saved a substantial sum in his department, which will be returned to the State Treasury.

STATE TAX COMMISSIONER.

The report of the State Tax Commissioner shows the operations of his office for the last two years.

Table "A No. 1" gives in a concise form the results of the tables for 1910 and shows the total amount of State taxes derived from all sources for that year through the operation of this office to be \$1,060,006.42, as compared with the sum of \$985,214.35 for the year 1909, an increase of \$74,792.07. The difference represents the increased business of the office for that year.

Table "A No. 2" gives likewise the total amount of State taxes derived from all sources for the year 1911 to be \$1,245,675.89, showing an increase over the year 1910 of \$185,669.47. Part of this increase, however, is due to the increased tax rate for that year.

Table "C" covering the State Tax on deposits of Savings Banks, show an increase of \$5,444.64. Up to the time of this report about 2,500 certificates of incorporation have been filed and recorded in this office and the fees for recording said certificates amount to over \$4,300. This money is paid over quarterly to the Comptroller.

Table "D" shows in detail the assessments of the shares of capital stock of all corporations, as made by the Tax Commissioner, together with the assessed value of their real property as certified to him from the various counties and the City of Baltimore, and the net value of such shares after deducting all credits allowed by law.

Table "D" shows an increased assessment in the assessed value of all the real and personal property in the State for the years 1910 and 1911, as compared with that of 1909, of \$186,858,177.

An examination of the previous reports since his appointment as State Tax Commissioner in May, 1902, shows a gain by the State of \$744,000, covering a period of nine and one-half years, due to the growth and wealth of corporations in the State and to the diligence and the methods adopted by the office.

This represents a most marked increase, and the offices of this department of State government are to be congratulated on their care and diligence, without which such an increase would not have occurred.

The books and accounts in this department are in splendid shape, and close attention and promptness are displayed in the handling of the entire business.

STATE AUDITOR.

The State Auditor reports that he has visited each of the offices he is required to under the Act creating this office, and finds continued improvement in same, but he recommends to the Legislature most earnestly the passage of a law providing for the purchase of books for these offices of the State, which should become and remain in the offices as State property, and which will result in uniformity in keeping the accounts.

He also recommends that the sheriffs' office be made a salaried office, and calls attention to conditions which have existed in the Sheriff's office in Baltimore City for many years of the Sheriff receiving fees that he is not entitled to under the law.

He also recommends the repeal of the female traders' license law, because of the abuses that are practiced under it, and the increasing loss in the State's revenues, because of the fact.

He recommends the amendment of the traders' license law, making it more equitable and just, and notes with approval the efforts made by Comptroller Stanley, who has the power to fix the salary of the deputies in the clerks' office but not the number, which is under the control of the judges; but in the Register of Wills office the law authorized the Comptroller to fix the number and salary also. He believes that if this matter is carefully looked into and corrected that in a great many of the clerks' offices there will in the future be a larger excess of fees to go into the State Treasury, because it is the practice too frequently in offices where the receipts exceed \$3,000, that the salary of deputies is raised or their number increased, that will reduce or entirely exhaust any excess of fees that might otherwise exist. He believes that it will be necessary for the judges to co-operate with the Comptroller in order to secure this result.

His report is an instructive and strong one, and the splendid recommendations he makes should be most carefully read and considered by you, as they are unquestionably in line with business governmental policy.

The law creating this office should be amended and its usefulness broadened. Its provisions should be made to include every public office in the State where the State's money is collected or expended, together with the State institutions.

DRAINAGE AND IRRIGATION.

Maryland has 328,000 acres of swamp and marsh lands capable of being reclaimed, 124,352 acres of fresh-water swamps, and 204,426 acres of salt-water marshes, and in the central and western parts of the State about 5,440 acres, all of which are fresh-water, and it is estimated that with the smaller swamp areas on the farms it would raise this total to 500,000 acres. Much of this land is quite rich because of the overflow from adjacent soils, and would be, if perfectly drained, most productive. It is believed, because of the high prices for which these lands would sell, about twenty million of dollars could be added to the taxable basis of the State, together with the wonderful increase in the products of the soil. Out of consideration of these facts and the additional fact of the growth of agriculture in our State and elsewhere, the increasing demand for land and the con-

sequent high prices for same, the State should start some movement looking to the reclamation by drainage of these large and unproductive acres. Out of the land thus reclaimed you will have the most fertile and productive farms of the State, and in but a few years the increase in products of the land would pay the expenses of the drainage. This is one of the most important subjects that can engage your earnest thought and attention.

The subject of irrigation for the purpose of watering crops has not heretofore occasioned much thought or attention, because up to within the last few years the regular rainfall has been sufficient, but the droughts that have occurred in the last three or four years and the great loss and injury to crops resulting therefrom, is well calculated to impress you that this may soon become a very important question.

On the Eastern Shore of this State it has been suggested that it would be entirely feasible to construct dams at head of tide of many of the streams in that section and to make reservoirs for the distribution of water over the extensive lowlands of this portion of the State, which would result in wonderfully increasing the productiveness of these lands on the crops now raised as well as others not grown at the present time.

The ease with which irrigation could be put into effect in the Eastern Shore, adapted to fruit and trucking crops, could be greatly increased with trucks of this character, if watered during the growing season.

For more practical suggestions and information upon both of these subjects I would refer you to the chapters dealing with the same in the very able and interesting report of the Conservation Commission of Maryland, presented to me by said Commission, and also to Dr. William Bullock Clark, of the Maryland Geological Survey, who, I am informed, has investigated and given much thought to the subject. The whole of this report, in fact, is well worth reading.

There might be employed and stationed at the Agricultural College a hydraulic or drainage engineer to look into and investigate the conditions in our State, and I am of opinion that if any provision were made by you for this work it should be carried on under the control of the department of the Maryland Agricultural College.

LAND COMMISSIONER.

The report of the Land Commissioner is most interesting and instructive. Splendid work has been accomplished in this department. The total of large volumes made, bound or rebound since his last report is 453, and most of this work paid for out of his contingent fund; 13,544 certificates of survey have been jacketed, numbered, indexed and properly cased during this period; 132 land warrants issued, 72 executed; 89 patents made, granting 5,864 acres of vacant land, and turning into the State Treasury \$5,118.60.

TOBACCO WAREHOUSE.

The operations of this Department have been most satisfactory. The chief inspector in charge has reduced his force from 15 to 20, and will pay into the State Treasury \$24,000.00 this year, with between four and five thousand hogsheads of tobacco still on hand. This is a remarkably good showing, and reflects the greatest credit upon this department.

TUBERCULOSIS SANATORIUM.

The construction of this institution was authorized by the Act of Legislature of 1906. Its location is ideal, 1500 feet above sea level on the Blue Ridge Mountains. It has been open for patients since August, 1908. It is regarded as a model institution of its kind in providing for the treatment of tuberculosis, and a number of the other institutions have adopted the same plan. This is one of the most worthy of our charitable institutions, as it provides for the treatment and care of a disease from which no form of animal life is exempt. Two hundred and ten patients are now in the institution; and under the loan of \$100,000.00, authorized by the last Legislature, another building is in course of construction to accommodate 200 more. It is essentially a somewhat expensive charity because a high quality of food is required and much care and attention necessary. It has been most economically managed—the per capita cost less than other institutions of its kind throughout the country. Preference is given, so far as the maintenance is sufficient, for free treatment. The report of the trustees of this institution gives more in detail the operations of this institution.

BUREAU OF STATISTICS AND INFORMATION.

This Bureau continues to grow in importance, and the work increases from year to year in all its branches. The report of the Chief of same contains the results of the enforcement of the Child Labor Law and the laws prohibiting the employment of children under 16 years of age more than 10 hours in any one day; also under 16 years on the stage, etc.; the enforcement of the factory inspection law and the results of the Free Employment Agency; an account of all strikes and lock-outs in the State; loss in wages, etc.; the important events in labor circles; price and cost of living; the canning industries; imports and exports of the port of Baltimore; receipts and reports of live stock; census of buildings in Baltimore City; the number of places inspected under the Child Labor and Factory Laws was 23,599—an increase of 649 over the year previous; work-rooms, factories, etc., visited under the inspection law, their sanitary condition, etc., shows improvement.

He recommends that the State Free Employment Agency could be very much improved by widening its scope so as to cover the entire State by establishing additional branches and be able to distribute the unemployed over the State, where the demand for labor is supplying the needs of the farmer and manufacturer without any cost to either. He mentions the fact that his Bureau was not called upon to act as mediator or arbitrator between employer and employee during the entire year of 1911, and there were no strikes or lock-outs of sufficient importance to require his services.

The volume of work, as evidenced by the statistics that have been secured and the investigations made, show that this department is increasing each year information of all the matters and things coming under its supervision. I approve of the recommendation made of widening the scope of the Free Employment Agency, and I am convinced that the development of this branch of the work would result in great good in sending out to the farmers and others throughout the State labor that they from time to time much need.

CENTRAL STATE BOARD OF EQUALIZATION.

In connection with the passage of the new Assessment Law of two years ago, I recommend the passage of a law that would provide for some Central Board to supervise and review the assessments then made or any future assessments

in order to secure a uniformity in the payment of the taxes in all sections of the State. Unfortunately this law failed of passage, and my observation of that assessment confirms my belief in the wisdom and necessity of such a tribunal. If it could be done by utilizing any of the offices at present existing, well and good; if not, I believe the importance of the subject is such as would justify the creation of such a Board for this work.

DISCOUNT ON TAXES.

I recommend the repeal of all laws providing for discounts in the payment of taxes, both in regard to State, City and County taxes. The discount to the taxpayer who is able to pay in time to avail himself of the provision in regard thereto lessens the amount of taxes that he pays, and the deduction in the amount paid by taxpayers of this class must be made up and paid by other taxpayers, who for any reasons cannot avail themselves of this reduction. It is manifest, therefore, that it produces an inequality among the taxpayers of the State, nor do I think it wise policy, because of the existence of these laws to levy more money than we actually expend in carrying on the Government. I should think that there would be a difference in the taxes collected in the State, City and Counties of from \$100,000 to \$175,000 if these laws were repealed. Provision could very easily be made without this to secure prompt payment of taxes for the needs of the Government that would put each taxpayer on an equal basis.

LEGISLATIVE EXPENSES.

I repeat the recommendations that I made in my message of two years ago in reference to a reduction in Legislative expenses. The law enacted by the last Legislature providing the sum of \$200,000 for Legislative expenses, I approved only to the extent of \$150,000, which in my judgment was abundantly sufficient to provide for these expenses of this year, and that reasonably liberal so that if more than this amount is expended, it will have to be provided for by the passage of a deficiency bill by the Legislature, which I sincerely hope will not be necessary. The taxpayers of the State are most pronounced in their objections to this extravagance, and are scrutinizing more closely than ever before.

This is also promised in the Democratic platform in the most solemn manner, and I recommend that this promise be, in good faith, redeemed.

In this connection, I also recommend the submission of a Constitutional amendment which will relieve the necessity in the future of engrossing bills as is now done, and which has heretofore added so greatly to the Legislative expense.

If you could, by beginning your work immediately after your assembling, instead of losing, as has been done heretofore, almost a week at the beginning of the Session by adjournment, and have introduced the measures promised in the Democratic platform and passed early in the Session as well as other important legislation, and reduce the adjournment thereafter to the lowest possible minimum, and adopt rules that will prevent bills going from one House to the other within five days of the adjournment, and could thus succeed in getting through your work before the expiration of the ninety days allowed, you would deserve and receive the praises of all the people of the State and reflect very creditably upon yourselves and the State you are serving.

PRIMARY ELECTIONS..

The last Convention of the Democratic Party adopted and passed a resolution to change and amend our most excellent law in reference to Primary Elections, by the enactment of the following specific measures:

“(a) An amendment to the General Election Law which will provide for a new registration in the counties by May 15th, of 1912, in order that the party affiliation clause in the present Primary Law may become operative.

“(b) Provide for sittings of registration officers prior to party primaries for the purpose of revising the registration lists, adding new voters, making transfers, etc.

“(c) Amend the Primary Election Law by providing that no change of party affiliations shall be effective unless made at least six months prior to the primary election.

“(d) Provide that in the counties no ballot shall be handed or delivered to any voter within one hundred feet of the election booth, or within the booth itself, except the unmarked ballot now required to be handed to him by the election officials; to provide for such representation in the selection of

judges and clerks as will safeguard the rights of all candidates for nomination to office and give them an equal chance without regard to preference of party organizations.

“(e) Provide that hereafter only the buyer of a vote at primary elections shall be punishable under the law, and that one-half of the fine imposed upon the briber shall go to the informer. This is the surest guarantee against the buying of votes that can be devised at primary elections.

“In order to make such a provision applicable to the general elections, it will be necessary to amend the Constitution of the State, and the party is pledged to the passage of a law submitting such an amendment to the voters of Maryland.

“(f) We recognize the fact that it is absolutely essential to the welfare of the Democratic party, as well as to the welfare of the people of Maryland generally, that not only the primary elections should be conducted fairly, but that the people should have confidence in the fairness of such elections.

“The Democratic Party in convention assembled declares its resolute purpose as far as possible to put a stop to all and any violations of this law, and demands the punishment of any election officers or others who may be found to have committed any offenses against it.

In order to insure the fair counting of all ballots cast at primary elections in this State, including both counties and the City of Baltimore, the Democratic Party hereby specifically pledges itself to the enactment of a law providing for a recount of the votes at every primary and general election as a matter of right, upon petition of any defeated candidate or upon the petition of five per cent. of the registered voters of any county or legislative district; said recount to be made in open court by tellers appointed by the Court, in the presence of the opposing candidates or their representatives, and to apply to such voting precincts as the petitioning parties may designate.

“In cases where there is no *prima facie* evidence of fraud, error, corruption or other irregularities presented, the Court may in its discretion require the petitioner or petitioners to give bond for the payment of the costs of recount. At the termination of the recount the Court shall award the costs in its discretion and may put the costs upon the State, county

or municipality. Said recount shall be had immediately with all possible expedition and dispatch and in preference to all other court business; the Court to be required at the conclusion of the recount to compel the proper election officials to make any changes in tabulation of the votes and in the certificate required to be given under the law which such recount may show to be necessary.

“(g) We further pledge the party to the enactment of a law holding the annual State-wide direct vote primary on some day not earlier than the 8th nor later than the 15th of September of each and every year, except the Presidential years. And that in Presidential years the said primaries shall be held on the last Tuesday in May.

“(h) We further pledge the Democratic Party to the enactment of an amendment to the senatorial primary election law, so as to provide for the conduct of the senatorial primary by the regular general election officials on the day of election in November in the same voting booths as the general election by the registered, qualified and affiliated voters of the respective political parties.”

I recommend the passage, as promptly as possible, of each and all of these measures as promised by the Democratic Convention, as they are most salutary, and their passage would greatly advance the public good with regard to this vitally important subject.

In addition to these, I would recommend that the candidates for State offices be nominated by a majority of the voters of the respective parties in the whole State, and not by the election of delegates to a convention from the different political divisions of the State.

I would also recommend most earnestly that the provision in said law, which permits tickets to be secured and marked without the polling room, be repealed, and the law made to conform to the provisions of the General Election Law upon this subject. The law, as it now stands, facilitates the use of money at said elections, and is destructive of the secrecy of the ballot which it has been the policy of the State in the General Election Law to secure.

I further recommend that the Primary Election Law be made to apply to the nomination of candidates for President and Vice-President of the United States.

PUBLIC EDUCATION.

This, the most important arm of the public service, has kept apace with the progressive spirit of our people, and is today in better condition than at any time heretofore, of which we are justly proud.

Maryland has long, and still does, possess the credit of having the highest average in the length of time in which schools are kept open of any State in the Union.

In 1911, the State received and expended \$1,493,760.60 (the largest amount ever expended in its history) on public education. In 1901, just ten years ago, it received and expended \$727,314.41; so that we are expending more than twice as much as we did ten years ago, and the amount for next year will reach over \$1,600,000. We are spending more money in assisting special schools under this system than any other State in the Union. The splendid provisions of the law enacted at the Legislature of 1910 are as follows:

“For the encouragement of secondary education in Maryland, the State shall extend aid to such groups of high schools as shall be herein designated and described, and in such amounts and in such manner as shall hereinafter be set forth. All high schools of the counties of the State of Maryland receiving State aid shall be arranged by the State Board of Education into two groups, to be designated first group and second group, according to the number of pupils enrolled, teachers employed and years of instruction given. High schools of the first group shall fulfill the following minimum requirements: (a) an enrollment of not less than eighty pupils; (b) employ not less than four teachers for the regular high school work, exclusive of instructors of special subjects named under (e); (c) four years’ course of instruction of not less than thirty-six weeks in each year, same to conform to the standard required by the State Board of Education; (d) the annual salary of the principal to be not less than \$1,200, and the salary of each assistant teacher regularly employed to be not less than \$500 per annum; (e) provision to be made for manual training and domestic science courses, and also a commercial or an agricultural course, as may be determined by the board of county school commissioners. High schools of the second group shall fulfill the following minimum requirements: (a) an enrollment of not less than thirty-five pupils; (b) employ not less than two

teachers for the regular high school work, exclusive of instructors of special subjects named under (e); (c) a three years' course of instruction of not less than thirty-six weeks in each year, same to conform to the standard required by the State Board of Education; (d) the annual salary of the principal to be not less than \$1,000, and that of each assistant to be not less than \$500; (e) provision to be made for a manual training or an agricultural or a commercial course, as may be determined by the board of county school commissioners, provided that no high school which fulfills the conditions under (b), (c), (d) and (e), and is now on the list of approved high schools, shall be excluded from this group within two years from the first day of June, 1910."

Under the authority of this Act, instruction is not only given in these high schools in academic branches as heretofore, but in manual training, domestic science, agriculture and commercial knowledge, so that the student who now graduates from these institutions and who is unable to pursue his education further may secure instruction in those things in which he may want to engage to make a living.

A summary of school statistics for the year ending July 31, 1911, in the counties, and year ending December 31, 1910, in Baltimore City, as compared with previous year, is as follows:

Number of schools in counties.....	2,394
Number of schools in Baltimore City.....	108
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Total (being an increase in 1911 of 28).....	2,502
Number of months schools were open, counties (average).....	9.33
Number of months schools were open, city.....	10.00
	<hr/>
Average (being a decrease in 1911 of .03).....	9.67
Number of teachers in counties.....	3,819
Number of teachers in Baltimore City.....	1,830
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Total (being an increase in 1911 of 135).....	5,649
Number of different pupils, counties.....	148,840
Number of different pupils, city.....	88,279
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Total (being a decrease in 1911 of 1,274).....	237,119

Average number in daily attendance, counties.....	90,246
Average number in daily attendance, city.....	55,103
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Total (being a decrease in 1911 of 413)	145,349
Receipts from all sources, counties.....	\$2,438,307.21
Receipts from all sources, city.....	1,805,186.00
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Total (being an increase in 1911 of \$124,713.83)	\$4,243,493.21
Amount received from State School Tax, Free School Fund, Academic Funds, Free Book Fund, Colored Industrial Fund and High School Fund.....	\$1,342,260.61
Amount received from county and city tax.....	2,589,189.26
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Total (being an increase in 1911 of \$93,973.64)	\$3,931,449.27
Total expenses for public school purposes, counties.....	\$2,433,240.04
Total expenses for public school purposes, city.....	1,757,321.09
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Total (being an increase in 1911 of \$130,219.84)	\$4,190,561.13
Amount of teachers' salaries, counties.....	\$1,526,999.00
Amount of teachers' salaries, city.....	1,310,935.04
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Total (being an increase in 1911 of \$60,012.09)	\$2,837,934.04
Amount paid for building, repairing and furnishing school houses, counties.....	\$ 298,235.48
Amount paid for repairing and furnishing school houses, city.....	46,681.02
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Total (being an increase in 1911 of \$34,997.91)	\$ 344,916.50
Amount paid for rent, fuel and incidentals, counties.....	\$ 162,082.85
Amount paid for rent, fuel and incidentals, city.....	77,790.11
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Total (being a decrease in 1911 of \$16,408.89)	\$ 239,872.96

The average salary of teachers for the year 1910 was \$367.52; in 1911 it is \$399.84, as shown by the report from this Department, and the reduction in the total number of schools in the State is accounted for by consolidation which has taken place in the several counties of the State. The amount of the levy in the counties for school purposes has greatly increased to an average of 32 cents, which indicates the increased interest in the importance of this question. The

trained teacher is now regarded as an essential to the success of school work. The Department reports the necessity for doing something that will increase the number of trained teachers, as the number at present graduating from the Normal Schools are wholly insufficient to meet the present requirements.

They recommend that you provide for the building of a Maryland State Normal School. They also recommend compulsory attendance at the public schools by the children of the State. This proposition has been advocated with a great deal of earnestness in this State. The chief difficulty seems to have been the proper person to enforce the law. I suggest for your consideration that an extension of Juvenile Courts to the counties might very materially reduce this trouble, and provide a tribunal at a very moderate expense in connection with their other duties to pass on the questions that would arise out of the compulsory education system.

Under the Act of 1908, there has been organized a Maryland Normal and Industrial School for colored pupils. It is located at Jericho Park, in Prince George's County. This school was opened in September of this year, and it now has all the students that it can properly accommodate. They are taught agriculture, manual training and other industrial subjects, in addition to the academic course, and this Department reports that it feels a great confidence that this may, in a measure, at least, solve some of the problems of negro education.

Several agricultural high schools have been established in the State. The one at Sparks, Baltimore County, is regarded by the United States Department of Agriculture as a model in this country.

In a Government like ours, where the people themselves rule, it is of the utmost importance that our system of education be advanced to the very highest perfection. The interest that the State has, and it was this consideration that led to the adoption of a State system of public schools, that the citizens of the future may be better equipped to solve the great and important questions of government which come up in every generation.

The public school teacher is a most important public servant, for in their charge and custody is placed all the children of the State, and because of the importance of their work

they ought to be paid the highest salary which the resources of the State will permit in order that the State may secure the very best equipped teachers, and that there may exist this strong inducement for the teachers to inform and qualify themselves for this important work.

I had hoped that sometime during my administration to have been able to suggest some plan by which our educational system might be so changed or amended as to provide a system running from the public schools to a State University, or some arrangement by which the Johns Hopkins University might be made to correlate with our educational system. This matter is well worthy of any consideration that you may be able to give it.

AGRICULTURE.

There has been nothing during my administration more gratifying than the awakening of a greater interest in the basic industry of our people in agriculture.

There is no State in the Union with a greater variety of soil adapted to the production of agricultural and horticultural crops, and this seems to be more and more appreciated by our farmers as the years roll by.

I appointed a Farmers' Commission for the whole State, and made up of representative farmers from each section of Maryland. They organized and held three monster farm meetings, at which every phase of this important question was discussed. One of these meetings was held in Southern Maryland, one on the Eastern Shore, and one in Western Maryland.

The interest shown by this Commission was such that they succeeded in bringing greater interest and putting new life into this subject in Maryland, and impressed the farmer and everybody else that farming nowadays demands a combination of mind and muscle, and the necessity of the farmer to avail himself of every opportunity to study the question from a scientific standpoint; familiarize himself with the work and experiments of our own Agricultural College and Experimental Station, and with the National Department of Agriculture, and the other great schools on the same subjects of the other States of the Union. The idea which once prevailed that the boy who was unfit for anything else was made a farmer, was a dreadful mistake. Experience has shown that the same application, the same industry, and the

same inquiry into the scientific side of this employment is as sure to produce good results as when applied to any other avocation. When it is more fully recognized that in this calling there is more necessity for the engaging of the mental powers and the fascination the subject has for the human mind, together with good roads, the telephone, rural free delivery, the automobile, the public health country life affords, it will be very much less difficult in the future to keep the boy on the Maryland farm.

The closeness between supply and demand in agricultural products has unquestionably stimulated this industry, raised the price of land and the prices of products, and is making and will make this question of more moment in the future than has ever been in the history of this country. It will unquestionably lead to more thought being given to the adaptability of soil for the production of particular crops about which comparatively little is known today. It will result in the division of the larger farms into a smaller number of acres, and an increase in the products of each acre tilled, and of increasing the number engaged in that occupation.

In Maryland, because of its climate and geographical location, and the quality of its soil, increased attention should unquestionably be given to fruit, vegetable and truck raising, as we are in easy reach of the markets of probably ten millions of people. Apples can be produced of the finest quality in every section of Maryland. The recent Exhibition of the Horticultural Society of Maryland (one of the most useful and enterprising societies we have in this State) together with other affiliated organizations, held at the Fifth Regiment Armory in Baltimore during Maryland week, gives a clear indication of the possibilities of Maryland in the raising of apples and other fruit. The apple display, brought from the mountains of Western Maryland, of Central and Southern Maryland, and the Eastern Shore, was the greatest exhibit we have yet had. The enthusiasm manifested by those who might be designated the pioneers of apple raising in the State—Cohill, Sloan, Harris, Harrison, Walker, and a number of others—made this meeting most interesting and impressive. The Western Governors, who stopped here and visited the Exhibition, were greatly impressed with this fact, and were really amazed at the apple, corn and other exhibits as well as with our great and growing dairy interests.

The work of the Farmers' Institutes, under Dr. Richard S. Hill, gives additional evidences of the increasing popular interest in this subject. There attended these Institutes this year 13,331 farmers, this not including those at the meetings held under the State Commission, amounting to about 9,000. I had the privilege of attending, in the different counties a great many of these farmers' institutes, and was much gratified at the rapt attention given to the lecturers of a most practicable and instructive character on the different farm subjects discussed. To me, the County of Garrett, presented the most interesting developments. Crops which a few years ago it was believed by the farmers of that section could not be grown in that County, because of its high altitude, are now raised as profitably as in any other section of Maryland.

The exhibition at Lonaconing, in Allegany County, I was really amazed at the showing made, especially at the quality of apples exhibited.

I observed growing fields of alfalfa in almost every section of the State, and its production is increasing as the knowledge of how to raise it is becoming more general with the farmers. I saw evidences everywhere of the effect of the work of our great Agricultural College. The work of the Experimental Station and also of the College proper seems to be impressing itself upon the agriculturists of the State as never before. It is getting closer to the farmers and the close relationship now existing is sure to augment its beneficent results in the future. Professors Silvester, Patterson, Tolliver, Symons and other teachers at the College, I found in attendance at nearly all of the Farmers' Institutes that I visited. My observation gathered from my visits to nearly all the Counties of the State, and some a number of times, make me feel, in a measure, justified in recommending an increase in stock raising and dairying in all sections of the State. Statistics show that in those places where stock raising is more liberally engaged in, that the land is kept in better condition, and better results are achieved in all agricultural products.

I would recommend that an effort be made not so much to increase the acres tilled as to increase the quantity of the products on the acre, and the reduction of the size of the larger farms. Increased attention to fruit, included in this the smaller fruits, vegetables and truck products, because I

believe as is shown by the experiments in some of the Southern Maryland and Eastern Shore counties where transportation facilities are sufficient that greater profits will result than in the production of the ordinary cereals.

I recommend the use of more lime than is now used for the land; more barnyard manure, and less of certain kinds of commercial fertilizer; more poultry raising. The average price of eggs, and the price of chickens the last few years would warrant an increase in the poultry raising business of the State. Co-operation and efforts to reduce the cost of agricultural implements, reduce the tariff on same in order to reduce trust prices.

I have recommended from time to time the placing at the Agricultural College some person conversant with newspaper work, who would prepare in a concise and condensed form the results of the experimental work going on under the Agricultural Departments of the National Government as well as of the different States of the Union, and send the same to the City and County newspapers, who would be glad to publish it free of cost, and thereby supply to all the farmers of the State promptly and fresh the information that was secured from the thought and experiments made throughout the country. There are some farmers unfortunately who do not read as much of this kind of literature as they ought to.

I would, therefore, recommend to supplement this method of information by requiring the farms connected with the almshouses throughout the State under the direction and advise of the particular professors on the crops which are proposed to raise one or two acres along the public highway if such on these farms raise in pursuance of the modern ideas inculcated by those best informed on the subject and along side an acre or two raised under the ordinary methods. The object lesson would be seen and the advantages of the different methods established, and would be more impressive really than where it was gathered from literature, which frequently, as before suggested, is not always availed of.

As pure seed is one of the most vital things to be considered, I would recommend the passage of a pure seed law in order that the farmers of the State might be saved from imposition and consequent injury of impure and imperfect seed, and in connection with this, I would recommend that so far as the same can be done with equal profit that all

the farms owned by the State, and connected with its different institutions, and all the County poor farms as well, be required as far as practical to raise the best quality of seed; improved stock to be sold to the farmers, and thus raise the standard of stock and seeds so far as their supply could reach the same within the State.

I would also recommend the most rigid economy in all farming operations. The keeping of more team than is necessary frequently consumes what would be a fair surplus or profit of the business. The same is true of farm machinery, the cost of which I believe could be frequently reduced by more co-operation of farmers on adjoining farms in a particular community; also in the securing of the lowest taxes by insisting upon economy in governmental affairs.

I believe in the wisdom of organization among the tillers of the soil, such as the Grange, Farmers' Clubs, etc.

I believe that the extension of these organizations would result in the reduction of transportation charges in the production in one community for a greater quantity of a given product whether it be fruit, corn, truck or vegetables, and thus secure better markets and better prices for the same.

I believe that these organizations would not only advance the interests of agriculture itself, but would constitute stupendous forces in passing upon political and governmental questions. There is no doubt that because of the independent character of their occupation and the fixedness of their interests in improving any government, make them the strongest conservative force that we have, and their influence in the State and in the Nation at large would be most salutary and beneficial.

BOARD OF HEALTH AND PURE FOOD COMMISSION.

The Legislature of 1910 enacted what is known as the "Pure Food Law". Under the provisions of this law, the administration of same was put under the control of the State Board of Health. They appointed Dr. Charles Caspari, Jr., State Food and Drug Commissioner. From the report of the State Board of Health the results obtained under the provisions of this law are most satisfactory. Operations under the same were begun the first of September, 1910. Three inspectors have been appointed, who have been kept in continuous service since that time. Every effort is made to educate the

people as to the requirements of the new Food and Drug Law, and the inspectors were directed to travel over every county of the State, leaving a copy of the law with explanations wherever desirable. 436 cities, towns and villages have been visited, and these visits will continue annually or oftener in the future. They have visited 9,411 factories, canneries and stores; 140 lots of food and 50 lots of drugs have been condemned and destroyed, because unfit for use. 2,300 samples of food and drugs have been purchased and sent to the laboratories for analysis, and reports of the analysis have been made. Circulars have been sent out for instruction. These cover about 8,000 deliveries on the subject of lard, 5,062 on meat, and 500 on oysters.

Notice was sent out, under the provisions of the law, to all persons from whom reports were received from the laboratory who seemed to have violated the law. 786 hearings have been held, as provided under Regulation 704 of the State Board of Health.

Some difficulty is experienced in retaining a sufficient number of competent chemical assistants, because as soon as they become familiar with the analytical work they are lured away by offers of larger pay.

They recommend an increased appropriation of \$5,000 to the annual appropriation.

They also recommend an amendment to the law, so that relief from delay may be secured by initiating prosecutions themselves instead of having it started under the State's Attorney.

The work done by this Board in carrying out the provisions of the Pure Food Law has been productive of good results along the lines of pure food and drugs, which have such an important bearing upon the question of public health. Its administration seems to have been most wise and conservative, and has had a very marked and will continue to have effect in driving from the market impure food and drugs.

For the detail of the work I refer you to their report.

They also report their work, a great deal of which is taken up with water pollutions and subjects affecting the general health of the State. Four of the Bureaus authorized to be organized by the Act of the Legislature of 1910 have been established, and one they recommend should be established

at once, and the employment of a sanitary engineer. The ability, attention and care which this Board has given to the whole subject of public health in what is known as preventive medicine deserves and is receiving the highest commendation of the people of the State.

Their report and their suggestions are entitled to most careful consideration.

FISH COMMISSIONERS OF THE EASTERN AND WESTERN SHORES.

The reports of the Fish Commissioner for the Eastern Shore and the Commissioner for the Western Shore give a very full account of the operations of their respective Departments. One million brook trout eggs in the streams of Druid Hill Park Hatchery were hatched and cared for until of a size to be shipped to the people who had applied for the same. The loss by death was less than 50,000. 100,000 were put in the State nursery at Lake Brown, together with 30,000 brook trout fry from the United States Fish Commission, which were used in stocking the streams of Garrett, Allegany and Washington Counties.

They received at the Druid Hill Park Hatchery 16,500,000 white and yellow perch eggs, which were hatched and distributed. The people seem to have found the full worth of the yellow perch and are urging an increased output of these fish. They also distributed the fish of 1,500,000 brook trout eggs, with a loss of perhaps 250,000. Streams were stocked in the counties of the Western Shore and Southern Maryland. In the spring they received 50,000,000 white and yellow perch eggs which were hatched and distributed. They also distributed of shad over 5,000,000 eggs, the same as in former years.

They recommend the building and equipping of another hatchery and the re-equipment of the hatchery at Druid Hill Park. They report an increase of shad this year of over 4,000,000, and seem to have been most industrious in the work committed to their care.

I would recommend that if an additional hatchery be established it be located in Anne Arundel County, somewhere near Annapolis. This would be a central place, and great interest is being taken in the subject in this County, especially by the residents along the Severn River.

While there has been no complaint against the work carried on in these Departments, I am of the opinion that this work could be put under the Shell Fish Commission Department or the State Fishery Force, with some reduction in administration expenses.

I congratulate both of these Fish Commissioners in the great saving that they have made in the appropriations for their Departments. It indicates that there can be a reduction of over \$20,000 in the next appropriation.

EMPLOYERS' LIABILITY AND COMPENSATION FOR INJURED WORKMEN.

One of the promises of the Democratic Convention of this year was as follows:

"We pledge ourselves to the enactment of an Employers' Liability Act, under which justice shall be done to the working and laboring men and women of the State and their families, and without injustice to employers; and also to the passage of such legislation as may be constitutionally feasible for the due protection of the miners of Western Maryland."

I appointed a Commission some time ago, to which was referred this question to look into its legal and practicable phases. Their report will be before you setting forth the results of their very earnest consideration of this question. Laws upon this subject are in existence in one form or another in all of the civilized nations in Europe, and the subject has excited a great deal of interest in this country, and legislation has been enacted upon the subject in many of the States of the Union, such as New York, New Jersey, Massachusetts, Wisconsin, Ohio, and in most all of the States the subject is receiving serious consideration. It is a question in which both employer and employee are vitally interested. Demand has been made for a modification of the rigid rule of the common law in reference to Contributory Negligence, the Fellow Servant Rule, etc., as well as a demand that the employee killed or injured there should be provided something for the maintenance and education of his family, and relieve them from dependence upon the charity of the world. It is demanded by the civilization of the age.

The effect of the passage of such legislation will lessen accidents, will lessen the costs of the employer in insurance and litigation and will bring about industrial peace. The ques-

tion of the wearing out of machinery or the breaking of the same is taken into account in all of the industrial enterprises, and the loss is paid for out of the business itself, and there seems to be no very good reason why the employee or his family should be compelled to bear the whole loss resulting from his death or serious injury.

The report of the Commission named will doubtless supply you with the form of a law that, in their judgment, should be adopted, and which will otherwise greatly aid you in the consideration of this very important question.

I hope you will not adjourn without the passage of a law upon this subject in accordance with the party pledge and the public sentiment which prevails on the question.

POLICE DEPARTMENT.

I recommend to you the reduction of the number of Police Commissioners in Baltimore City from three to one, and that he be paid a salary sufficient to justify him in devoting his entire time to the work of this Department.

I believe that in an office such as this the best results are secured where the responsibility is centered in one individual. This is an important Department of the State Government, and any improvement in its administration would be welcomed by the people of the entire City. In view of the fact that this Department, by virtue of the reports of the police officers as to the violations on Sunday, or otherwise, of any of the provisions of the Liquor License Law, would be best equipped to pass upon the subject, I recommend that the Board of Liquor License Commissioners be abolished, and this work done by the Police Department.

I recommend also that the Board of Police Examiners be likewise reduced from three to one, or abolished altogether.

I recommend the adherence of the merit system in this Department, and that every effort be made to remove the possibility of political interference with the work of the Department. In addition to the improvement in the service that will result from this system, which has been the experience wherever it has been tried, it will also result in the reduction of \$25,000 to \$30,000 in the expenses of the City Government.

AMENDMENTS TO THE CORRUPT PRACTICES ACT.

The Corrupt Practices Act, passed by the General Assembly of 1908, has gone very far to prevent trafficking in votes and other forms of corruption in the elections of this State as such evils existed prior to the enactment of that statute. The trouble, however, has not been entirely removed, and strongly calls for further action.

During the session of 1908, at which the existing statute was passed, some amendments were made to the measure as drafted and proposed, which at the time were regarded by its friends as not desirable. The use of money at elections must be resolutely reduced to the utmost minimum, and no expenditure should be permitted by law upon the part of candidates for public office or for nominations thereto or upon the part of political committees or political agents which is not plainly and upon public grounds justified and necessary.

With this end in view, I earnestly urge upon your Honorable Body that stringent amendments to the present Corrupt Practices Act be enacted.

Without undertaking to specify all the particular modifications of the Act which, in my judgment, should be made, I respectfully recommend the following:

1. The amount of money allowed to be expended by any candidate before nomination or election should be materially reduced below the amount now fixed by the existing law. The present statute limits the expenditures of the candidate to a sum not exceeding \$25.00 for each one thousand or the major portion thereof, up to fifty thousand, and \$10.00 for each thousand or the major portion thereof, in excess of fifty thousand of the registered voters qualified to vote for the office in question at the next preceding election therefor, and further provides that in addition thereto a candidate may pay personally his own expenses for postage, telegrams, telephoning, stationery, printing, advertising, publishing, expressage, traveling and board.

In my judgment, experience has shown that the amount of permissible expenditures to which a candidate is thus limited very far exceeds the maximum which may be justified upon public consideration. I recommend that a candidate in the primaries, as well as in the general election, be limited in his expenditures to a sum not exceeding \$10.00 for each one thousand or the major portion thereof, up to fifty thousand

of the registered voters, and \$5.00 for each thousand or the major portion thereof in excess of fifty thousand of the registered voters qualified to vote for the office in question at the next preceding election therefor, all to be paid and disbursed by the treasurer or political agent, and not otherwise, subject to the limitations and restrictions of the Act, and that in addition thereto a candidate may pay personally his own expenses for postage, telegrams, telephone, stationery, printing, advertising, publishing, expressage, traveling and board, not exceeding in the aggregate the sum of one thousand dollars in the case of candidates for a State office, and corresponding less amounts in the case of candidates for offices voted for by a less number of voters than for State offices.

The adoption of such amendments will require the repeal and re-enactment of section 165 of chapter 122 of the Acts of 1908, being the Corrupt Practices Act.

2. The expenditures which may be lawfully made by any treasurer or political agent in connection with any election or primary election should be limited in *amount* as well as with respect to their purposes and objects. That is to say, in addition to specifying the things enumerated in section 166 of the Act, as legitimate objects of expenditure, the section should also and further specify a limitation either in the aggregate or in each instance, with respect to said several enumerated matters, of the maximum amount which may be lawfully expended. It will be for the intelligent and discriminating sense of your Honorable Body to ascertain and adjust these several amounts. The importance of doing so cannot, I am sure, be overlooked.

As the statute now stands the reception and disbursement of money is carefully restricted and guarded by many salutary provisions; but the *amount* which may be expended through political treasurers and agents is, in effect, unlimited. This is a fault in the law which should be remedied without fail. Carefully considered limitations upon the amount of money which may be expended according to law, should be engrafted upon the Act, and those limitations reduced to the lowest terms. They should be reduced to the minimum amount which public, as distinguished from private considerations, absolutely require, and every expenditure not required by clear, urgent public considerations should be eliminated by strict prohibitions.

3. Section 166 should be further amended by cutting out the provisions under clause (e) of said section authorizing expenditures for "other assistants" employed in the committee rooms and "messengers employed in the registration rooms, in the voting room and at the polls."

The expression "other assistants" is far too indefinite and affords opportunity for evasion of the intent and policy of the law. It should be omitted altogether, or in its place the law should make provision for precise and definite employees whose number and duties should be accurately defined and strictly limited. The employment of messengers at the polls as authorized by the present Act has unquestionably proved to be a serious evil, which is not only vicious in principle, but has tended to thwart effective enforcement of the Act and has permitted easy violations of the statute. The Act should be so amended as absolutely and altogether to prohibit this practice. The provisions permitting the employment of messengers should be absolutely cut out, and a positive provision prohibiting their employment should be embodied in the statute. Furthermore, the number of challengers and watchers should be strictly limited and their compensation ascertained. Indeed, it would be well if the amount of the compensation of every person whose employment the Act permits were fixed by the Act itself at moderate figures.

4. The provisions of sections 167 and 168 referring to the filing of reports by "treasurers" and "political agents" and also by candidates in the primary and in the general election should be made clearly mandatory and imperative, and the penalty for the violation of these sections should be made more severe. The penalty at present under section 167 relating to treasurers and political agents for the violation of this section, is a fine of not less than \$300.00, nor more than \$1,000.00. I recommend that to this penalty there be added a term of imprisonment.

5. The provisions of the Act, embraced particularly in section 173, should be made more direct and vigorous so as clearly and effectively to invalidate either the nomination or the election, or both, of any candidate who has failed to comply with the requirements of the statute, or who has in any manner violated its provisions. A more simplified and direct procedure should be provided for this purpose, so that

the objects of this section of the Act may be easily and expeditiously attained. Such provisions would be exceedingly effective in bringing about strict and complete obedience upon the part of every aspirant for public office to the wholesome requirements of this most important statute, and would probably accomplish more in that respect than criminal penalties. The subject is recommended to your consideration as one of very serious moment.

There has been expended, I should think, from one hundred to one hundred and fifty thousand dollars at the last election in this State—sums that have gone through the hands of the State committee—and local collections and expenditures in the different counties. The expenditures are about equal between the two parties; therefore, speaking from the practical party standpoint, as each party expended about the same amount, if neither had expended anything the result would have been the same. Of course, as a public policy, it should absolutely be stopped. Elections are public affairs and not personal, and we should not inculcate the idea in our laws that elections are personal matters and concern candidates alone. We should not close the door of hope to the young man of intelligence and patriotism and exclude him from the possibility of the gratification of political ambitions or prevent the State from securing the services of young men of that stamp simply because he cannot finance campaigns. We should redouble our efforts to reduce the use of money in elections, looking towards the time when it shall be absolutely eliminated, or reduced to such a small sum, which the State out of consideration of a wise public policy, could well afford to pay; and while you may not be able to go to this length you can, by adopting amendments like the above or others that may suggest themselves to you, accomplish a great public good in this direction.

NEW CHARTER FOR BALTIMORE CITY.

No subject has engaged more of the public attention and public thought than the question of a new charter for Baltimore City. A Charter Commission, composed of the foremost citizens of Baltimore City irrespective of both parties, and familiar with the needs of the City, after much work and investigation, submitted a report representing their conclusions, and a bill presenting their views was introduced in the

last Legislature, but failed of passage, due, I believe, in a great measure to the fact that the bill was introduced too late in the Session for a measure so important. Every effort should be made to pass a new Charter for the City during your Session, and whatever improvement may be thus secured to this great city should be adopted.

Both parties are pledged to such an enactment, and I urge most sincerely that this measure be passed by you.

MINOR COURTS FOR BALTIMORE CITY.

There is nothing in the State government more in need of improvement than the magistrates' courts of Baltimore City. It has been a matter that has been taken up for public discussion a number of times by men within and without the profession of law, but up to this time nothing has been accomplished towards remedying this condition.

I recommend that the number of civil magistrates provided for said city be reduced to one for each of the 24 wards in the city. I think if this should be done more attention would be paid and more knowledge secured in the selection of these officials, and the increased compensation would tend to the securing of better magistrates.

The organization of minor courts under the city government to perform the work of what are known as the police magistrates are also strongly urged and recommended. While we have gotten along fairly well in the present system of police magistrates, the system in my judgment does not meet the requirements of a great city like Baltimore. The members of this Court should be attorneys-at-law. I also recommend a reduction in the number of coroners for Baltimore City.

MARYLAND PENITENTIARY.

The report of the trustees of this institution shows that it is still maintaining its high standard. They return a surplus to the State Treasury of \$25,667.68. The number of prisoners remaining in prison November 30th, 1911, was 994. Of the prisoners received during the year, 137 were white men, 4 were white women, 244 were colored men, 21 were colored women; 325 were for first conviction, 48 were for second conviction, 21 were for third conviction, 8 were for fourth conviction, 3 were for fifth conviction and 1 for sev-

enth conviction. The highest number in prison during the year was 1,049.

There was paid during the year to prisoners for overwork \$30,378.32. The report is full and most interesting and a great deal of useful facts are presented, as the ages of prisoners, their nativity, color, those who can write and read and those who cannot, etc. 928 are employed under the contract system; 66 are employed in different departments for the State. Out of the whole number of prisoners, only about 6.3% were non-productive and were employed around the institution.

The yearly per capita cost of prisoners was \$126.44 $\frac{1}{4}$. There has been a decrease in the net earnings for the year of \$9,484.16. This decrease, as explained in their report, is owing to the decrease in population from an average of 1,086 prisoners in 1910 to 1,018 in 1911, reducing the earning capacity more than \$10,000. The increase in salaries amounts to upwards of \$2,000; in litigation about \$1,700.

The health of the inmates is reported to have been very good. There are 6,000 volumes in the library used by the inmates. In the report of the Rev. Albert O. Mullan we find the religious work done during the year; also auditor's report by Suffern & Son, certified accountants. The physician's report is also included. I have visited this institution several times during my administration and have been greatly impressed with the evidence of its excellent management. The contented appearance of the inmates, the ventilation, the library, the attention given to the health of the prisoners and the religious services regularly held, make it, in my judgment, one of the very best institutions of its kind in this country. The decrease in the net earnings is satisfactorily explained. In view of this fact it might be possible to make some reduction in the amount of salaries paid—\$64,526.80.

I would respectfully call your attention to that part of the report of the Board of Trustees relating to the warden and the recommendations they make in reference to this very efficient officer.

CONCEALED DEADLY WEAPONS.

I recommend that the law which provides a punishment for the carrying of concealed deadly weapons, pistols, razors or any other weapon dangerous in its character, be amended

so as to most effectually put a stop to this practice, which results in so many murders and grievous bodily harm being done throughout the State every year. In almost every morning paper that you pick up you will find two or three instances in which somebody has been killed as the result of a quarrel, in which a pistol is suddenly drawn out of the pocket, fired and someone is killed. The law ought to be so amended as to provide punishment more rigid, and the provisions of the law as it now stands are well calculated to enable the accused to escape, and ought to be changed. There is no necessity in our State, where law and order prevail and where there is little or no danger in going to and fro, to continue to submit to this abuse. Some limitation in some way ought to be put on the sale of pistols and other firearms. The applicant for the purchase of one ought to be required to show some legal reason of his right to carry one before any seller of the same is authorized to make the sale to him.

CHATTEL LOAN COMPANIES.

Much complaint has heretofore been made of the conduct practiced by these companies in charging usurious interest and other exorbitant and unfair charges, in some instances amounting as high as 124 per cent. per annum. These abuses are practiced upon people in poor and straitened circumstances, absolutely ignorant of their rights in the premises, and it is, therefore, really profiting and trafficking in the distresses of mankind. These abuses, in my judgment, call for immediate remedy, and I, therefore, recommend the passage of an amendment to Section 7 of Article 49 of the Code of Public General Laws, or to add a sub-section to follow Section 7, the provisions of which shall absolutely prevent these abuses in the future, and specify the exact amount of interest that may be charged, and also for the exact amount of the other legitimate expenses connected with the transaction, with proper penalties imposed for a failure to observe the provisions of the law thus enacted either by personal punishment or sequestration of property.

SOUTHERN MARYLAND.

“We pledge the Democratic Party of the State to do all that may be constitutionally possible for the development of

the resources of Southern Maryland, and the improvement of that section commensurate with other parts of our State."

In pursuance of the above pledge, I most earnestly recommend that every consideration be given by you in the encouragement or assistance within your power to the construction of railroads in this section of the State.

I am strongly of the opinion that if a way can be found within constitutional limitations to aid financially these projects by the State, it would tend at once to build up and develop this large and important section of this Commonwealth, and make it one of the most productive parts of Maryland.

SHELL FISH COMMISSION AND OYSTER CULTURE.

The annual report for the year 1911 of this Commission is quite full and complete, and I refer you to same for full and detailed information of the work of this Board.

Under the provisions of the Act of Assembly of 1906, the survey of the vast area of natural oyster bars and rocks of the State has been completed through the co-operation of the State and Federal Governments, and it fully protects in every way the interest of those engaged in tonging and dredging oysters, by the reservation for all times to this class of our citizenship, of the free and exclusive use of the natural oyster area of the State, and is the most thorough oyster survey that has ever been made in any State in the Union.

And for the first time in the history of Maryland a condition prevails whereby private planting on barren areas in the Chesapeake Bay and its tributaries can be fairly and impartially tested without in any manner conflicting with the rights of oystermen, or ever arousing a suspicion on their part of any possible interference with their ancient privileges.

They report that the Act as a survey measure is wholly satisfactory. Regarded as an oyster culture measure, it is entirely unsatisfactory.

The defects of the law, as pointed out by the Commission, are as follows, and should be remedied:

1. The area allowed the planters is too small. An individual is permitted under the Act to lease a maximum of 10 acres in County waters and 100 acres in other places. Experience has shown that the business cannot be conducted prop-

erly on such small areas. The commission suggests 30 acres in County waters, and 500 acres in other places.

2. The Act as construed in several cases, does not permit an oyster farmer to dredge up his oysters from farms situated in tonging areas. This is a crippling provision and makes success impossible on the part of the oyster farmers.

3. There is no adequate arrangement in the law for securing seed oysters for the farmers. Seed is as necessary for an oyster farmer as to any other agriculturist.

4. There is no proper provision in the Act for the collection of rents for the use of oyster lands. The Commission recommends, in response to a demand among oyster planters, a reduction of rentals charged by the State for the use of barren bottoms, until, at least, a reasonable opportunity has been accorded those who have, or may hereafter become, engaged in oyster culture, to demonstrate the wisdom of such a policy in Maryland.

I respectfully urge upon your Honorable Body the enactment of such legislation (including especially the above recommendations), as may be necessary to establish this important industry, which has been of great value to other Commonwealths, and which, if put upon a proper basis here, will, I am convinced, add greatly to the prosperity of the State of Maryland.

The Act of Legislature of 1910, providing a cent tax for the distribution of shells of the natural oyster bottom, and which was believed by many to have been a most important measure to keep up the supply of the natural beds for our oystermen, was declared invalid by the Court of Appeals in the case presented to them, and a tax therefor is no longer collected.

GAME WARDEN.

The State Game Warden receives a salary of \$1,200.00 a year, and an appropriation of \$2,600.00 for the expenses of his Department.

Under the Act of 1910, one-half of all game and fish violations shall go to the informer and the other half to the State Treasury for the use of the Game Warden. This amounted last year to \$186 and this year to \$40. For the current year 1911, \$534, balance of expense account \$2,065.61. The revenues received from game and fish licenses through the

Clerks' Offices yielded \$8,058.50; fines imposed by Magistrates, \$453.50. One-half of this item goes to the Game Wardens, whose pay it will be seen is such that no efficient service could reasonably be expected of them.

The Game Warden in his report says that the game and fish laws have had fewer violations during the last year than any year previous. The wardens have been more vigilant, and the magistrates and public have taken a greater interest in the subject. They have also been especially diligent in regard to the muskrat industry. The increase in the value of furs has made this more important, and a number of violations has been secured in the prosecution of the same, and this industry would, in my judgment, bear a small license.

The report of the Game Warden, as well as the bill referred to therein, prepared by the Game and Fish Protective Association, I would call to your especial attention.

INSURANCE DEPARTMENT.

This Department of the State Government is most efficiently managed. About \$3,000.00 has been saved in office expenses, and while the receipts of said department have been somewhat reduced due to changes in the law in regard to same, this reduction will be only temporary, and will soon be restored under the further operation of the law.

This department keeps a vigilant eye on the character of all insurance companies doing business in the State, and fake companies are almost all now driven from our borders, and the exacting duties of this office are intelligently and efficiently performed.

There has been returned this year as excess of fees of office, \$27,104.80. Last year there was returned \$21,684.99, showing an increase in excess of fees of office of \$5,419.81. Amount of license and tax on insurance, \$253,618.50. Gross net receipts from this office, \$280,723.30.

AGRICULTURAL COLLEGE.

This institution is doing splendid work, and the large increase in the student body indicates that its work is more appreciated than at any former period. This work should be improved in every way, it should be strengthened, and the scope of its work widened to meet the necessity and demand of the future.

COUNTY AND STATE FUNDS.

I recommend the enactment by you of a law requiring that the County Commissioners of the different counties of the State deposit county funds in bank and that such interest be charged for same as can reasonably be secured for balances; also the State's money in the hands of the State Treasurer be deposited after advertisement in those banks that will pay the highest rate of interest.

My attention has been called to one county in the State where money was borrowed from banks by the County Commissioners and interest paid for same when there was deposited in the bank to the credit of the County Commissioners a sum equal to the money borrowed, and bearing no interest whatever.

MANUFACTURES.

Every effort ought to be put forth to increase our manufacturing industries in Baltimore City and throughout the State. Some method ought to be adopted by which we could call public attention to our advantages for manufacturing enterprises, such as our climate, our splendid transportation facilities by water and by rail, our skilled workmen, our industrial peace, and the many other advantages that we possess; such changes in our system of taxation, a broad and wise policy without regard to our railroad and other transportation lines, now that we have the splendid utilities law to correct any abuses that may exist; consideration for our financial institutions, that must furnish the money for our future development.

The bankers of Baltimore City are complaining with some show of justice to the heavy tax burdens that they are bearing. The difficulty with them, however (if they will pardon the statement) is that they do not always adopt the wise method to secure such adjustment in our tax laws as to secure the relief of which they complain. A certain amount of money is required to run the State government. The mere reduction of taxation would be easy enough, except for the fact that it would produce a deficiency in the revenues of the State. If they would take up the whole question of our system of taxation through the number of intelligent boards that exist in Baltimore City, they would not only be able to work out the problem satisfactorily to themselves, but would confer a great favor to the people of the entire State.

The Savings Banks, I am informed, are increasing their investments in property and securities of this State. This is

very gratifying. If we could succeed in keeping at home in Maryland the large sums of money which we are sending out to insurance companies—life, industrial and fire—we would always have available the money needed for further advancing our progress and prosperity.

The possibilities of our State can be realized only in increasing our products in manufactures, agriculture and other interests; furnish employment for an additional number of laboring men, who build houses, which increase the taxable basis, and with the same taxable basis we also increase the taxable basis by the establishment of manufacturing plants, and also increasing our agricultural products, and increasing also the facilities for paying the same when so increased.

One of the first methods of reducing taxation is to reduce the expenses of county, city and state governments.

The consolidation of different departments would reduce administrative expenses.

The reduction of the number of public employees whose services are not absolutely required will have the same effect.

Our elections, which are now so expensive, could be conducted just as honestly and efficiently, I fully believe, at a reduction of at least \$75,000 annually, and in many other ways substantial savings could be made. The people should co-operate with public authority in accomplishing these reforms and retrenchments, and would only be thus meeting the obligation that would rest upon them as citizens who contribute as well to their own interests.

HOUSE OF CORRECTION.

This institution is now self-sustaining, and we have been able to dispense in the annual appropriation for maintenance \$30,000 a year—two years, \$60,000. They have also paid into the State Treasury \$45,000 in cash, making a saving of \$105,000. The institution is well and economically run. There has been an outbreak of smallpox and of typhoid fever in the last two years in this institution, which was cared for properly by the trustees and officers of the institution, and the patients were humanely cared for by physicians and nurses, and the diseases were soon under control.

The per capita cost for the inmates in this institution is the lowest of any of its kind in the United States—in a measure accomplished by economical management and the greatly increased products from the farm.

A new ice plant and cold storage are being installed at the institution. About \$25,000 has been expended out of its ordinary revenues on repairs and improvement to the buildings and water supply. There should be erected a new dining room at this institution. There was sufficient money on hand to do this, but under the advice of the Attorney-General, which is perfectly consistent with the wise public policy, no new buildings are constructed by the Board of Trustees of the different State institutions without legislative authority. This matter is submitted for your consideration.

PUBLIC SERVICE COMMISSION.

This department of the State government was organized in pursuance of the provisions of the Acts of 1910, Chapter 180. Soon after its organization it got in touch with the public service corporations of the State. It has established a uniform system of accounts for the different classes of corporations; has made an examination and inventory of their physical properties, and from these and the annual reports has secured valuable information which, under the law, is open to public inspection. It has disposed of numerous complaints, a large number of which were settled without hearings, and has disposed of many important cases after full hearing and investigation. The policy practiced by this department is to insist that the corporations shall furnish safe and adequate service and that capital shall be limited to the actual corporate needs; and while its aim seems to be to preserve and promote facilities for the public convenience at a reasonable price, it also recognizes that the corporation is entitled to a fair return upon legitimate capital outlay. Corporations throughout the State are accepting the new conditions and are rapidly adjusting their affairs to meet the reasonable requirements of the law. The record and results of the work of this Commission so far has fully justified the action of the General Assembly in creating it, although its work is still to some extent in the experimental stage. It is obvious that with the mass of detail it has to handle and the great and delicate interests with which it has to deal, time must elapse before its work is perfected and the enduring benefits of the law appear.

For a full detail of this work and the benefits it has secured thus far in bringing about a better understanding between the public service corporations and the people, I refer you to the report of this Commission, to be published later on. It is

gratifying to me to be able to say that this Board has gained for itself the fullest degree of public confidence, and its conduct has been such that the corporations realize that they are only seeking to secure absolute justice and fair dealing between the people and these corporations.

This is one of the very best laws on the statute books, and its existence will save a large amount of the work of the Legislature, as will the new incorporation law and the State banking law. The city and many of the towns in the counties of the State, has through it been able to reduce the cost of gas and electric light, and the work along this line will be continued in the future. It has reduced the gas bills \$300,000 annually in Baltimore City, and reduced same in many instances in the counties of the State, and this work will be kept up.

REDUCTION OF EMPLOYEES AND CONSOLIDATION OF DEPARTMENTS.

I recommend at the expiration of their present terms a reduction of from one to two employees in the following offices: State Tax Commissioner's Office, Land Commissioner's Office, Comptroller's Office, Office of the Clerk of the Court of Appeals. And a reduction in the number of deputy clerks of the courts and deputy registers in many of these offices throughout the State.

I also recommend the abolishing of counsel for the Boards of Election Supervisors throughout the State; counsel for all boards, such as Liquor License Board, Police Commissioners, Insurance Commissioner, Sheriffs and other counsel of such Boards. I recommend that this work be done by the State's Attorneys of the different counties, the Attorney General and the City Solicitor of Baltimore City.

I also recommend the consolidation of the Tax Commissioner's Department with the Comptroller's Office; the Live Stock Sanitary Board with the State Veterinarian; the consolidation of the Veterinarian of the Agricultural College with the State Veterinarian; the State Fire Marshal's Office consolidated with the Insurance Commissioner's Office, and the extension in every way of the policy of home rule for Baltimore City.

FRANCHISE TAX FOR ROADS.

I recommend that for all uses of the public highways of the State by telephone companies, telegraph companies, electric light companies, electric railway companies, or any other use of a like character, there be exacted by the State a cer-

tain small license or franchise tax, and the sum so collected be used solely for the upkeep of the road.

STATE FISHERY FORCE.

The Commander of this Force has been somewhat embarrassed in regard to the collection of the revenues to pay the expenses of this Department. Certain litigation, which resulted in invalidating the enactment of the Legislature of 1910 of one cent a bushel, to purchase and supply natural beds with shells; then another lawsuit was instituted and directed that the other measure which provides the revenues to run the Department. This case was decided in favor of the State, but the effect of the litigation was to greatly delay collections, and other means had to be resorted to to pay the force engaged in this work.

The violations of the law as reported by the Commander were quite few.

The catch was somewhat less, but the oyster of a finer quality than for some years, and better and lower in price.

He also recommends that the sail boats now used be discontinued and motor boats put in their places. He reports that a saving could be secured of from \$12,000 to \$15,000 in the change from the sail to the motor boats. With the use of the motor boats, the number of boats now used could be discontinued altogether, and the number of men greatly reduced, and make the service more effective.

He also recommends that the number of boats could be somewhat reduced and the time during which these boats are operated could also be reduced.

A most interesting feature of the report of the Commander of this Department is the experiment made the latter part of March of last year, when he permitted the transplanting of oysters taken from the headwaters of the Bay, where the oysters were congested and the conditions not favorable to their full development, and subject to the hazards and destruction of freshets. They were transplanted on the Bay shore of Calvert County, where they have been examined from time to time, and their development has been watched with great care and interest. The last examination showed them to be fully developed and marketable oysters and in most excellent condition. The experiment has been most gratifying to this Department, and the Commander himself is enthusiastically in favor of this being done on a larger scale, with very great advantage and at a very small cost. This could be done not only in the Bay, but in the rivers as

well. Tongers themselves might be permitted to take them from the rocks where congested and plant them in more favorable locations.

He reports that more strenuous efforts have been made from time to time to enforce the cull law. This results in keeping the smaller oysters in the Bay and gives them a chance to develop into marketable oysters.

He also recommends that in the waters of the Potomac River dredging should not be permitted before November 1, this being the time that they commence in the Bay, and which would be fifteen days later than they now begin the catching of oysters in that river.

Some difficulty seems to be experienced in the successful prosecution of the offenders against the law, due in a measure to the leniency of certain magistrates. In order that the law may be effectually enforced, it is necessary that where the guilt of the party is shown he should be fined as provided in the law.

STATE AIDS AND CHARITIES.

This Board has visited all the Institutions of the State, receiving appropriations or applying for same, and they have given to their work as much thought and attention as any of the State Departments, and no Department has more important duties.

They have to pass upon all applications of State contributions to the different Institutions. To allow all sums applied for would be easy, and I have no doubt most agreeable, but duty requires that they should reduce all sums applied for to the amount within the revenues of the State for that purpose.

From their report it is manifest that the application for the next two fiscal years will be quite heavy; the application for increases in some of the State Institutions are as follows: "The State Tuberculosis Sanatorium has increased from \$75,000 to \$150,000; Springfield State Hospital from \$60,000 to \$150,000; Maryland Hospital for the Insane from \$38,000 to \$79,000; The Maryland Asylum and Training School for the Feeble-Minded from \$37,500 to \$77,000. This increase is made necessary by the large number of people cared for, and in case of the insane hospitals of the State bears a larger part of the burden, the Counties and Baltimore City paying \$100 for each patient instead of \$150 as formerly."

Special attention is called to the recommendation of the Board that the appropriations to our State aided institutions

should be made upon a per capita basis, and under regulations that would require each institution to give full value for the amount of money received by them. Appropriations of lump sums to institutions, without regard to the amount of free work given in return is not businesslike. This Board has unquestionably given a great deal of consideration to these questions, and every citizen of Maryland, interested in the great work these institutions are doing, should read this report with great care.

This report of the number and size of the appropriations requested suggests the imperative necessity of practising the utmost care and most rigid economy in dealing with the matter of these appropriations, or we will have a deficiency at the end of the fiscal year in the State's revenues. Consolidation of a number of the institutions, especially Baltimore City, could be practised without in the slightest degree impairing their usefulness and a great saving in Administrative expenses.

The appropriations made by the State in the last fiscal year are heavier than they have ever been before for Charitable Institutions. The amount expended for Public Schools are the heaviest in the State's history. The amount appropriated and expended for buildings is also heavier than ever before, and was appropriated for the following purposes:

Baltimore Medical College.....	\$ 12,500.00
Deaf, Dumb and Blind Asylum (Col'd), Baltimore.....	10,000.00
Deaf and Dumb Asylum, at Frederick.....	5,000.00
Emergency Hospital Assn. of Annapolis ('08).....	25,000.00
Emergency Hospital Assn. of Annapolis ('10).....	30,000.00
Franklin Square Hospital, Baltimore City.....	10,000.00
House of Correction (Water Plant).....	16,900.00
Hospital for Consumptives of Maryland.....	5,000.00
Home of the Aged, at Salisbury.....	7,500.00
Maryland School for Boys.....	12,500.00
Maryland Agricultural College.....	30,000.00
Maryland Asylum and Training School for Feeble-Minded.	15,000.00
Maryland Asylum and Training School for Feeble-Minded.	15,000.00
Maryland Tuberculosis Sanatorium.....	165,000.00
Peninsula General Hospital.....	15,000.00
State Tobacco Warehouses.....	271,291.70
St. Mary's Industrial School.....	12,500.00
St. Vincent's Infant Asylum.....	12,500.00
St. John's College ('08).....	10,000.00
St. John's College ('10).....	20,000.00
Springfield State Hospital ('08).....	50,000.00
Springfield State Hospital ('10).....	50,000.00

University of Maryland.....	25,000.00
Western Maryland College ('08).....	25,000.00
Western Maryland College ('10).....	16,000.00
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	\$866,691.70
Under Bond Issue.....	94,452.00
Springfield State Hospital.....	271,120.50
Maryland Hospital for the Insane.....	80,332.00
Maryland Asylum and Training School for Feeble-Minded.	150,622.50
Hospital for Negro Insane of Maryland.....	100,598.50
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	\$1,563,817.20

LIVE STOCK SANITARY BOARD AND STATE VETERINARIAN.

The State Live Stock Sanitary Board has three funds to disburse:

There is appropriated to the State Veterinarian \$10,000.00 annually. During the year ending October 1st, 1911, there was expended \$4,725.35, leaving a balance of \$5,274.65, which reverts to the State Treasurer.

For Dairy Inspection there is appropriated \$5,000.00. For the last year there was expended \$4,349.96. This, together with the balance carried forward from 1910 of \$1,830.04, leaves unexpended \$2,480.08.

Of the appropriation of \$3,000.00 to the Live Stock Sanitary Board there was expended \$2,514.75, which, together with the balance of \$1,269.85 from 1910, there remains unexpended \$1,755.10, leaving unexpended from the three appropriations \$9,509.83.

As the business of this Board is now being transacted, I do not feel it possible to have a more economical administration, and I believe it is to the advantage of the State that the Live Stock Sanitary Board be continued.

In the way of economy I advise the consolidation of the State Veterinarian with the Veterinarian now employed at the Maryland Agricultural College. Also that the State Veterinarian occupy the office of the State Live Stock Sanitary Board.

These suggestions will abolish the salary of the Veterinarian at the Agricultural College, and expenses of the office now maintained by the State for the State Veterinarian in Baltimore.

I hope your Session will be a very pleasant one to you, and fruitful of much benefit to the State.

AUSTIN L. CROTHERS,
Governor of Maryland.

